

Chicago 21

Chicago 21

A Plan for the Central Area Communities

September, 1973



OFFICE OF THE MAYOR

CITY OF CHICAGO

RICHARD J. DALEY
MAYOR

In a very real sense the City's historic Central Area is its heart . . . the governmental, cultural and entertainment focus of the entire metropolitan area. It has diverse neighborhoods housing 165,000 people and the city's principal shopping facilities. Its vitality has helped to shape Chicago and the surrounding region, and its continuing vigor is of immense importance to all the people of the Midwest. Because of this it has been subject to intensive planning from both the public and private sectors since the city's earliest days.

In 1909 the Commercial Club of Chicago sponsored Burnham's now world famous *Plan of Chicago*, the first effort at comprehensive city planning in the United States. Burnham's dream gave great emphasis to the central area and gave the city a dramatic lakefront park with its museums and splendid Michigan Avenue facade. Again, in 1958, a Central Area Plan was produced that has shaped the modern face of the city's central area. Because of it, we now have the Civic Center, the federal buildings, the magnificent Circle Campus and new residential developments.

The importance of the city's central area lies in its continuing ability to play a major role in providing business leadership, employment, recreational and cultural facilities, a major shopping area, and residential opportunities.

What we do here affects not only Chicago but the entire metropolitan area of 7,500,000 persons.

Over the last fifteen years the Central Communities, and particularly the Central Business District and the near north and near west sides, have experienced a redevelopment unprecedented since the reconstruction that followed the fire of 1871.

Today this area is about to enter a time of even greater development. With the availability of the nearby railroad yards, the emphasis on air-rights construction, the ability to create whole new residential communities, and the recent Lakefront Plan, the bright future of the central area and its surrounding communities depends only upon the strength of our commitment — public and private.

The purpose of this Plan is to guide the Central Area's development in such a way as to realize its full economic, recreational, and residential potential for the benefit of the people of Chicago and the Metropolitan area. It deserves the full support of all those it is intended to serve.


Mayor





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Throughout man's history, the city has served as the center of civilization, and the heart of the City has typically offered a focus to urban activity.

In the years since World War II, American metropolitan areas have grown at an accelerated rate. They have increased in population and expanded in area, but the phenomenon of this development has been the centrifugal pattern of growth. Suburbanization, largely a concept at the turn of the century, has become a dominant force in the process of urban expansion. But peripheral growth is not without its consequences; diffusion of population and economic resources have drained the vitality of center cities.

Unlike the cores of many other cities, the Chicago Central Communities have continued to prosper and grow. A surge of commercial, office, cultural and residential development has occurred throughout the area, supported by extensive public service and facilities. As a result, a strong foundation already exists from which to launch Chicago 21.

The proposed Plan is a comprehensive summary of conclusions and recommendations for the future development of the Central Communities Area. Detailed reports and figures and other matter which is the basis for these findings and proposals are available for the reader's further inspection.

The Plan seeks to define a special form of human urban settlement. It seeks to restore the historic role of the center city and to preserve what is unique about Chicago. This Plan is therefore a vision of the Central Communities in the 21st Century.

Chicago is singularly capable of bringing such a vision to reality. Dynamic public and private leadership, commitment and perseverance are traditional in this City. When brought to bear on plans for the common good, substantial tangible results have always followed. Building on a rich legacy, Chicago will continue its revitalization.

Reason for This Plan The Plan Report

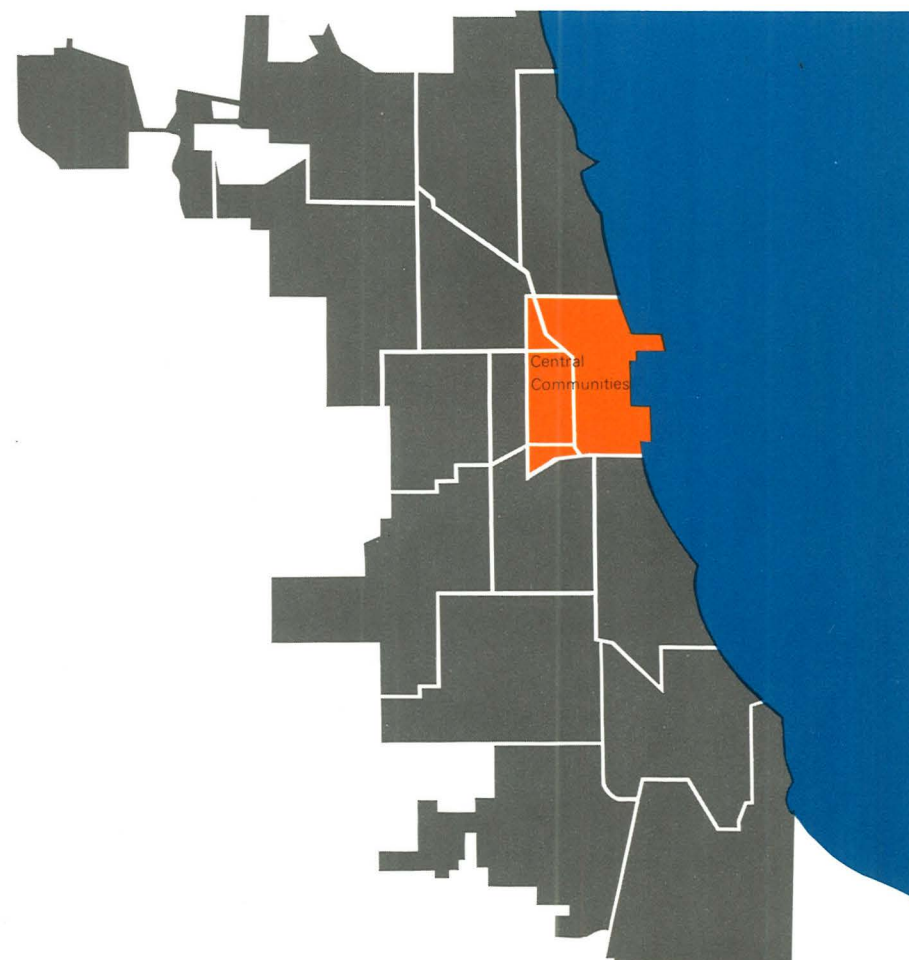
In 1966, a new Comprehensive Plan for Chicago outlined in broad terms the policies which would guide the City's future growth. In that plan, the City was subdivided into sixteen development areas for more specific planning study and recommendations. Since 1966, fifteen development area reports have been prepared. The report for the sixteenth and final area, the Central Communities Area, is presented in this document.

The various kinds of projects that the City undertakes need to be co-ordinated if they are to produce maximum benefits for the communities they serve. Experience has demonstrated that Chicago is too large to deal with as a whole in co-ordinating and scheduling specific projects. Thus, the development areas reports represent a very practical means of focusing the planning process on localized needs and conditions while remaining within the context of city-wide Comprehensive Plan policies and goals.

The recommendations in this report are ideas and suggestions for consideration. They do not represent a final plan for the Central Communities, nor do they cover all issues. The report recognizes that not all planning problems have clear or immediate solutions and in some cases questions are raised in the expectation that the best solution will evolve only through community discussion.

Once adopted, the Plan will become a policy guide for evaluating projects and programs. Periodically each planning framework will be reviewed and adjusted or amended to accommodate changing needs and objectives.

Figure 1
**Chicago Comprehensive Plan
Development Areas**



Central Communities
Development Areas

Introduction

Summary of Recommendations Communities

South Community Area

South Loop New Town
Build the new residential community: by 1985, 15,000 new housing units for 45,000 persons; ultimately, enough units for 120,000 individuals.

Retain the employment base in the southeast sector of the community, and the area west of the Chicago River. New employment should be provided within the South Loop New Town itself.

I.C.G. South Air Rights

Coordinate plans for the I.C.G. South Air Rights development with the South Loop New Town.

Concentrate development in Distributor Subway station areas.

Relate development and open space along the eastern edge of the project to the Lakefront Protection District guidelines.

Pilsen

Stabilize and support the community as an owner-occupied, low density area.

Remodel older homes, add new homes on vacant lots or in place of sub-standard buildings, and improve public services and facilities.

Chinatown

Add forty acres of developable land to enable the community to expand and enhance its identity.

Build a boat basin on the Chicago River.

North Community Area

Gold Coast-Streeterville
Improve accessibility to the area by constructing the Distributor Subway and improving local street patterns.

Coordinate expansion of the Northwestern Memorial Hospital with the adjacent neighborhood.

Convert Navy Pier to a major cultural-recreational facility.

Ogden Slip

Relate development and open space in the project to the Lakefront Protection District guidelines.

Cabrini-Green

Improve social and economic conditions in the area.

Support local organizations which promote community participation and identification.

De-institutionalize the housing project.

Improve education, welfare and other services.

Chicago-Orleans

Develop major residential neighborhoods in existing urban renewal and adjacent areas.

Provide new recreation, shopping, and community facilities.

West Community Area

Near West Side
Complete urban renewal projects as proposed.

Improve public service programs.

Balance and coordinate growth among the neighborhood, the University of Illinois at Chicago Circle and the Illinois Medical Center.

West Central

Complete the urban renewal project as proposed.

Coordinate expansion of the Circle Campus with area redevelopment.

Consolidate industrial development in the area.

Roosevelt-Blue Island

Complete urban renewal projects as proposed.

Improve conditions in existing public housing in a manner similar to that proposed for the Cabrini-Green area.

Improve the quality of public services and facilities in the area.

Redevelop the South Water Street Market area.

Central Business District

Extend hours of usage by staggering work hours, coordinating retail and entertainment activities, standardizing parking fees, and encouraging residential development there.

Extend the underground pedestrian system; establish an above-grade system.

Develop opportunity areas around the periphery of the Loop.

Preserve historic buildings, maintain important vistas and expand open space.

Define new development zones as to location and basic design characteristics.

Improve the ground level environment by redesigning the traffic pattern, widening and improving sidewalks and public spaces and encouraging more diversity within the Central Business District.

Encourage such additional private development as Illinois Center and Ogden Slip.

Transportation	Mass Transportation Accommodate future increases in traffic to and within the Central Communities through improvements in the mass transit system.	Roadways Construct the Franklin Street Connector.	Pedestrian Emphasize convenience and comfort for shoppers and commuters traveling within the Loop.
	Complete key projects; build the Distributor Subway and a subway to replace the Loop elevated.	Improve Lake Shore Drive and extend Columbus and Wacker Drives.	Where parking lanes are removed from streets, widen sidewalks as appropriate.
	Initiate supplemental transit system.	Reorient the system of streets in and around the Loop to provide separation between various types of traffic.	Build a second level pedestrian skyway between the Franklin Street development corridor and State Street as a demonstration project.
		Parking Build an inner and outer ring of parking garages for commuters bound for the Loop. Coordinate the location and operation of new parking garages with rail transit to the Loop.	Build and landscape the State Street transitway mall and improve the State Street Subway stations.

Open Space	Lakefront Expand the Lakeshore parkland and beach space.	Riverfront Set up guidelines for future public and private use of the River and its banks.
	Improve Monroe Street Harbor.	Develop the South Loop portion of Riverfront in conjunction with the South Loop New Town.
	Reactivate Navy Pier.	

Implementation	New Tools Create a new catalyst organization to initiate and sustain both public and private activities in support of the proposed Plan.
	Form a development corporation to assemble and/or hold land and initiate and control development projects which are beyond the capabilities of individual developers.
	Investigate new means and sources of funding development proposals described in this Plan.
	Re-orient and modify existing public and private implementation tools to respond to the new development requirements outlined in this Plan.

Introduction

Figure 2
First Steps

Communities

- 1 South Loop New Town
- 2 I.C.G. South Air Rights
- 3 Pilsen
- 4 Chinatown
- 5 Gold Coast Streeterville
- 6 Illinois Center-Ogden Slip
- 7 Cabrini-Green
- 8 Chicago-Orleans
- 9 Near West Side
- 10 West Central
- 11 Roosevelt-Blue Island

Central Business District

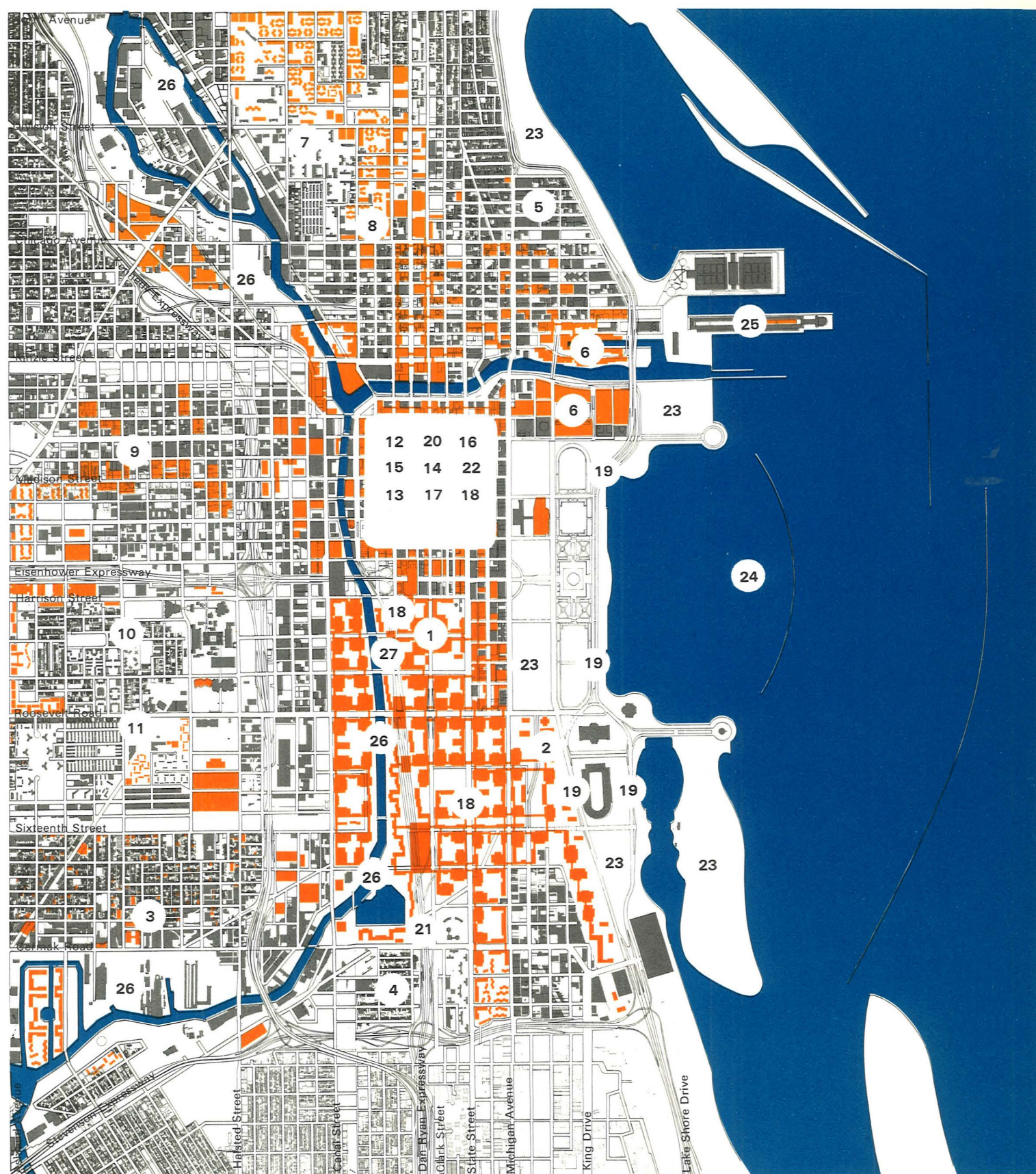
- 12 Above-Grade Walkways
- 13 Historic Preservation
- 14 Ground Level Environment
- 15 New Development Zones

Transportation

- 16 Distributor Subway
- 17 New Loop Subway
- 18 Supplemental Transit System
- 19 Lake Shore Drive
- 20 Functional Street System
- 21 Peripheral Parking
- 22 State Street Transitway Mall

Open Space

- 23 Lakefront Park
- 24 Monroe Street Harbor
- 25 Navy Pier
- 26 River Zone
- 27 South Loop River Development



0 1/2 1
scale in miles

Existing
Proposed

Evolution of the Central Communities
Definition of the Area

The Central Area, more aptly called the Central Communities, is defined for this Plan as the area bounded on the north by North Avenue, on the west by Ashland Avenue, on the south by the Stevenson Expressway and on the east by Lake Michigan.

The Central Communities Area thus encompasses almost 7,000 acres. A little less than half of this land is now used for stable or expanding activities.

The remainder is subject to change, and because of physical or functional obsolescence, or low-intensity use, it can be put to better uses or developed more intensively.

Roles

Two functional assumptions of the proposed Plan are that the Chicago Central Business District should continue as the dominant focus of commerce and culture for the entire Metropolitan Area and that the Central Communities should serve as the transportation hub, the seat of government, office and business center, cultural and entertainment center and central market place.

The economic and social vitality of the Central Communities and the City as a whole depends on balancing three roles:

Heart and Nerve Center

No other place in the region is so easily accessible. No other place has such an accumulation of facilities and services. No other place is so symbolic of the strength and vigor of the region.

Supplier of Economic and Social Benefits

Its importance can be emphasized by the following figures: it contains only 6% of the housing inventory and 4% of the population on 5% of the City's land, but it provides 33-1/3% of its tax base, 43% of its general employment (560,000 people) and 41% of its office space. In addition, it is the center of culture (almost all major facilities) and services, 72% of the hotel and motel rooms and 43% of college capacity.

Location of Residential Neighborhoods

As in neighborhoods everywhere, there must be housing, education, medical care, employment, transportation and the entire range of goods and services required to support productive life. The character of these neighborhoods is described in the Communities section.

Assets and Opportunities

The foundation for the improvement of the Central Communities includes the following factors:

The area continues to be the most accessible location in the metropolitan area for the greatest number of businesses, services, workers, shoppers and visitors.

Few other cities offer the same concentration of mutually reinforcing business activities.

The range of businesses provides a variety of goods and services that cannot be matched in outlying commercial areas.

A huge market exists for goods and services. Only a major population center could support the range of specialty and prestige facilities found in the Central Communities.

Many of the finest cultural, convention, entertainment, tourist and educational facilities in the Midwest are located here.

The full potential of Lakefront and River amenities is still to be realized.

Many billions of dollars of investment (approximately \$3 billion, both in public improvements and private buildings, since 1958) provide keen incentives to maintain and improve its economic viability.

The area has one of the world's greatest concentrations of able and willing leadership concerned about and committed to the well-being of its community.

Introduction

Challenges

While the Central Communities Area is generally strong economically, it has characteristics that could inhibit its future health and vitality. They include:

The center of gravity of economic power and dollar volume of business has been shifting out of the Central Communities to outlying areas.

New high-rise office and residential buildings, important positive forces in themselves, have reduced the presence of such street level uses as stores, restaurants and other service establishments.

Inflationary land and development costs in the Central Business District and along the Lakefront during the past decade have made it uneconomical to produce any housing types other than high-cost, high-rise apartment buildings.

Access to the Central Business District by alternative modes is superior to that in most large cities. Yet because of misconceptions concerning transit service and safety which reduce the level of ridership on that system, expressways are congested during rush hours.

Physical deterioration and economic obsolescence are characteristics of many residential, industrial and strip commercial areas surrounding the Central Business District.

The attractiveness of residential neighborhoods in the Central Communities is generally diminished by insufficient parks, playgrounds and other community facilities.

The quality of existing public educational programs does not encourage families with children to locate in the Central Communities.

Concern for the safety of person and property contributes to the decline of the residential population, the relocation of industrial sites and the reduction in business and personal opportunities.

Air, water and noise pollution is detrimental to the health and well-being of the 560,000 employees and 165,000 residents of the Central Communities.

The delivery systems for many basic governmental and social services need improvement, especially in residential neighborhoods.

Prospects

Just as the present has been determined by past decisions and actions, the future of the Central Communities will be determined by decisions and actions today. The quality, pace and scale of change are dependent on the combination of problems and opportunities (stimulants) and responses to them (actions). Increased commitment and positive concerted action would assure that the Central Communities remain a unique place of residence, business and recreation.

The economic future of the Central Communities is partially based on recent trends relative to office space, retail sales, permanent and transient housing and industrial employment.

Office Space

Major office construction (some 32 million square feet in the last 16 years) will subside until the demand again exceeds supply.

Retail Sales

The substantial impact of suburbanization and the corresponding construction of outlying shopping centers has been significantly reduced. Central Business District shopping volume which declined during the late 50's through mid 60's is now increasing once again.

Housing

Most new housing in the Central Communities has been high density. This type of housing accounts for most of the 14,800 units authorized from 1962 to 1970. With the trend towards condominium apartments there has resulted a decline in the rate of supply of rental units. The amount of middle and lower income housing has also been declining.

Transient Housing

The market for new hotel rooms in the Central Communities has recovered from the effects of the suburbanization and O'Hare Airport development trends. New hotel construction is on the upswing: the addition of 3000 new rooms in new and expanded hotels has already been publicly announced.

Employment

Total employment in the Central Communities now is at all time high —560,000 jobs. Largest gains in employment were in white collar categories as a result of new office construction which brought in some 25,000 new employees over the last 15 years. Manufacturing jobs declined from 166,000 to 156,000 in the period from 1962 to 1970 mainly due to relocation of industrial facilities to outlying areas. Transportation related employment decreased from 28,000 to 24,000 during the same time frame. Wholesale trade employment remained about the same.

The amount of floor area for industrial functions such as manufacturing, warehousing and wholesaling has been diminishing over the last few years. At the same time industrial employment in the Central Communities has decreased, both because of the relocation of facilities to outlying areas and the shift of industries from labor intensive to capital intensive operations.

The accompanying sets of projections for the Central Communities are based on the following general assumptions:

Projection A Realization of prime objectives and completion of major elements of the Plan. Increasingly strong commitments and concerted actions required.

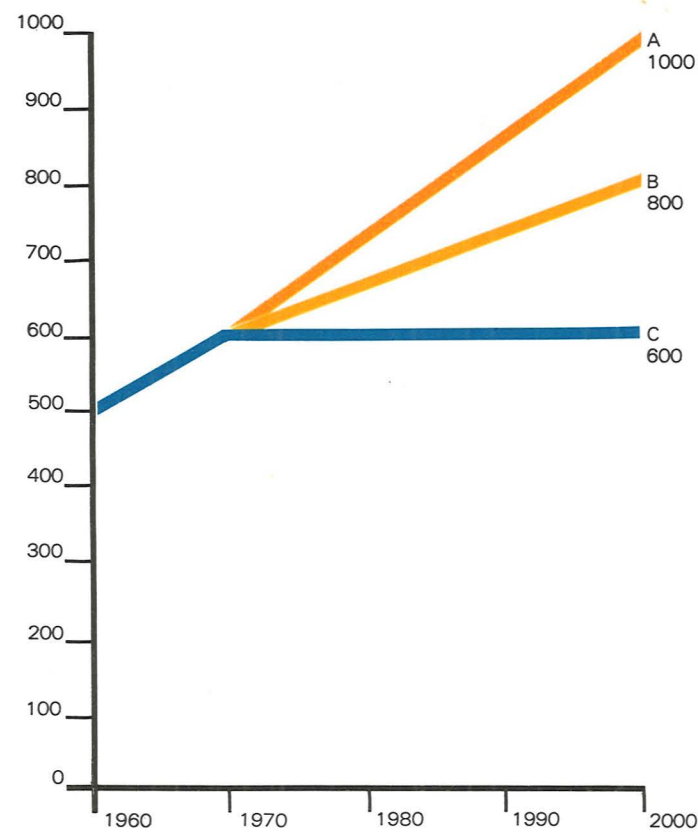
Projection B Continuation of current levels of public and private investment in both the development of new facilities and the upgrading of old.

Projection C Reduction of investments in the Central Communities, deterioration of neighborhoods, increasing social problems and little construction beyond that now committed.

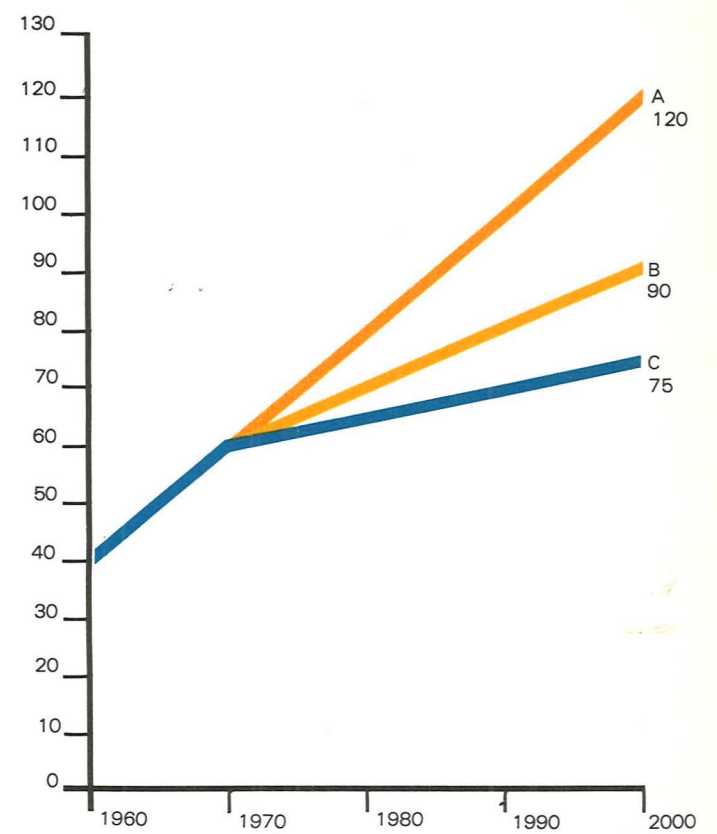
As the charts reveal, decisions today will help to shape the future. The choices are there; the Plan is both a challenge and a guide to positive action.

Introduction

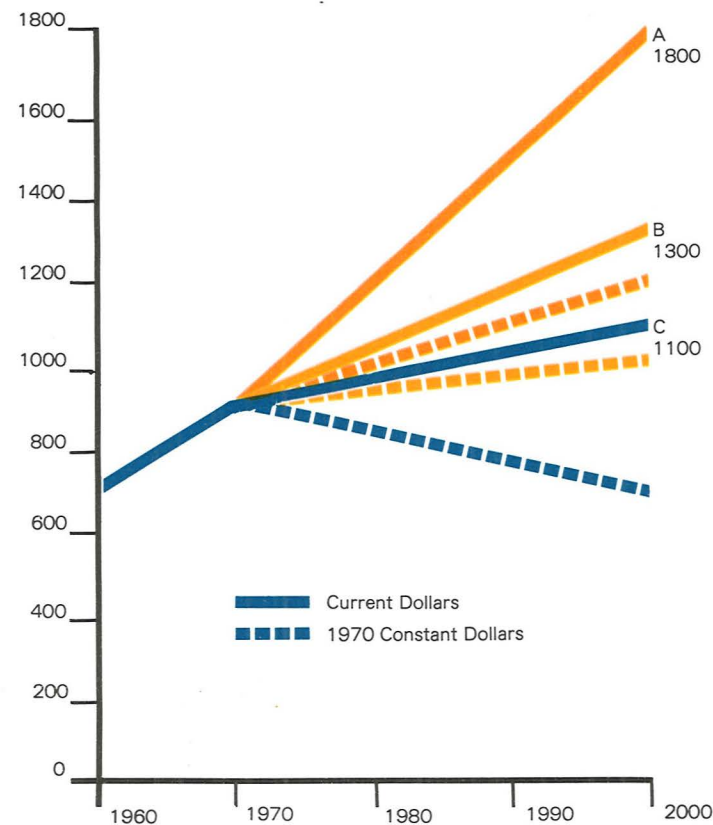
Figure 3
**Projected Results of
Plan Implementation**



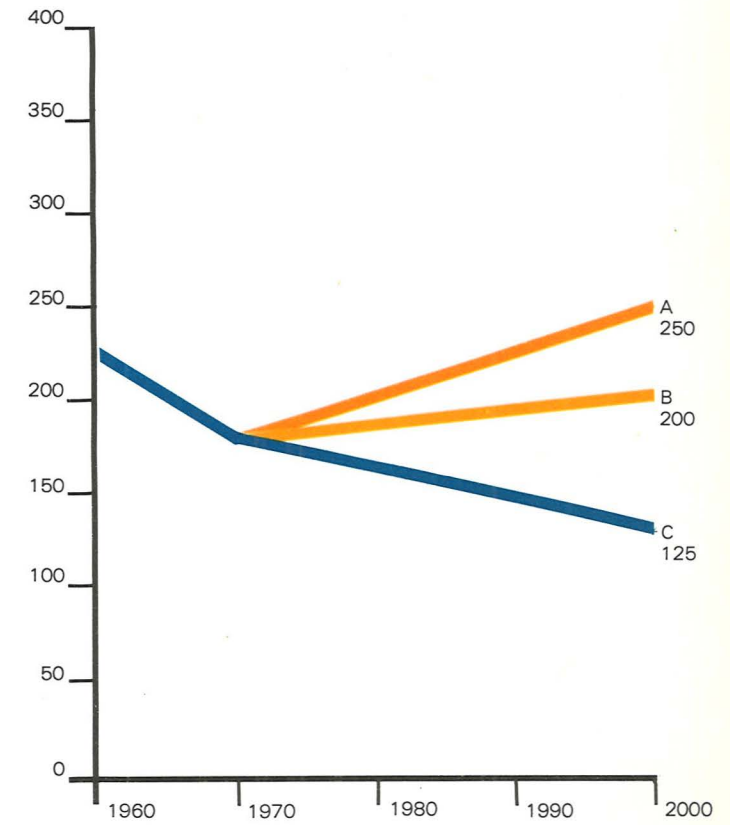
Employment
Thousands of Workers



Office Space
Millions of Square Feet



Retail Sales
Millions of Dollars.



Resident Population
Thousands of People

- Full Realization of Plan
- - - Continuation of Current Policies
- Reduction of Commitment

**Form of the Future
Concept**

The Central Communities must be revitalized to again become desirable both for living and for working. They must be efficient, economic and secure, and they must also provide maximum opportunity for human fulfillment. The Central Communities enjoy a special character owing to the concentration of activities, amenities and special facilities located in the Central Business District.

The vision for the future is of tightly knit communities in the heart of the City with widely diverse options for the use of leisure time and with plentiful close-in open space.

Future urban form should be more heterogeneous and complex. Residence, work, recreation, goods and services should be brought closer together. The life support systems of the City will thus become increasingly efficient in their use of resources and in their distribution of services and benefits to people.

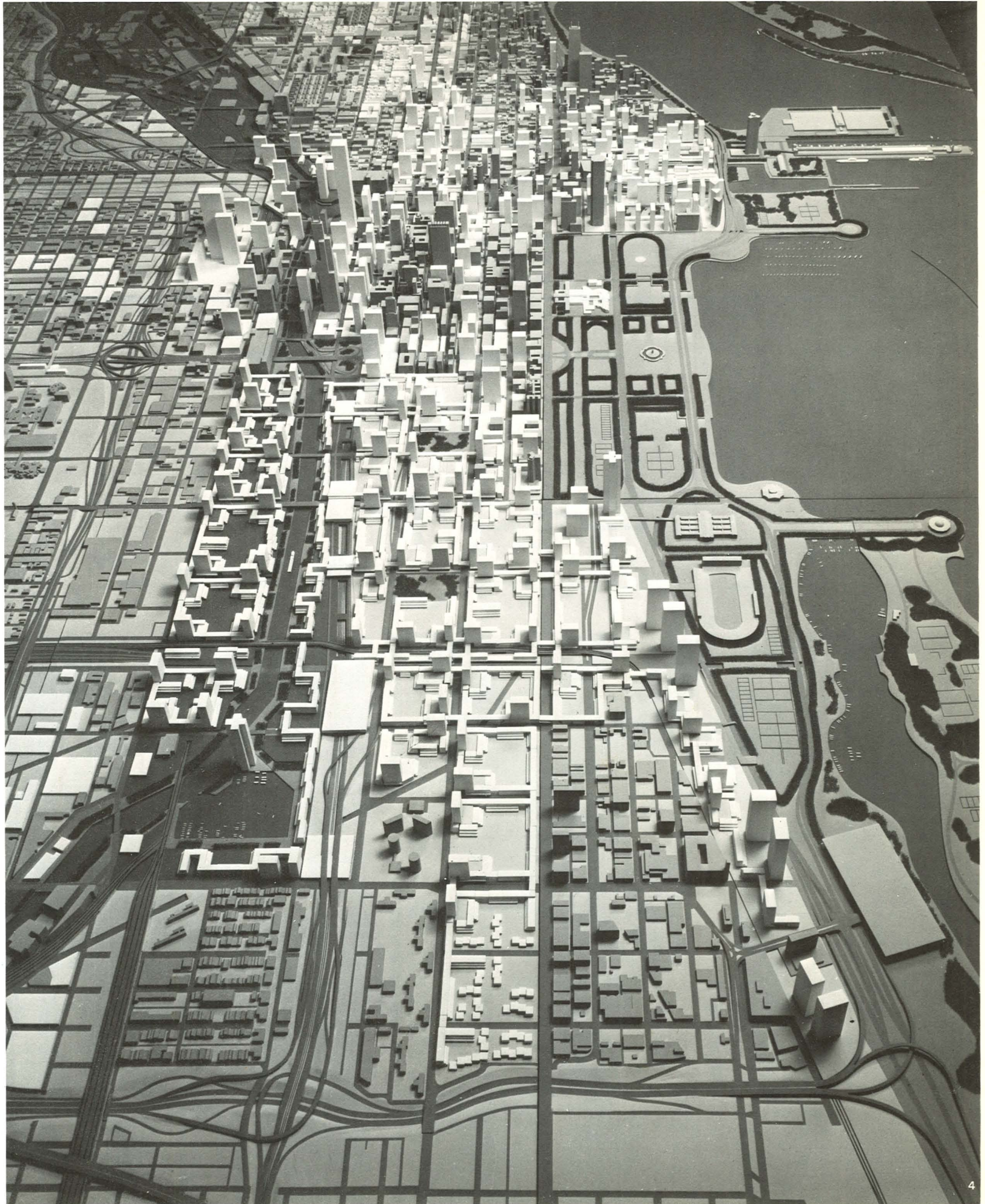
What kinds of actions can be taken to bring this vision to reality? Significant areas of vacant land can be developed under new concepts of city living. Existing neighborhoods can be stabilized and strengthened. Other parts, like the landscape of the Lake and River, can extend their beneficial influence over a new and wider area.

Two conditions in Chicago today present the City with a once-in-a-lifetime opportunity to create the city of the future.

Some 600 acres of vacant land or railroad yards exist next to one of the most active business districts in the United States. This land should be used primarily for a totally new family living environment.

Many Chicago industries no longer require Riverfront locations for transportation. As these industries move, their sites are converted to other uses. Recent and future changes in work patterns resulting in increased leisure time necessitate that the Riveredge be reserved for low density and open space development. Therefore, one goal of the Central Communities Plan should include the creation of a Riverfront comparable in function, beauty, and appeal, to the Lakefront.

Introduction



Framework

The Lakefront and River form the basic natural context for the Central Communities Area.

The transportation network forms another structuring element.

Major existing development such as the Central Business District should be preserved to serve as the basis for future growth.

Important development opportunities exist on vacant and under-utilized land in the Central Communities.

Figure 4
Natural Features

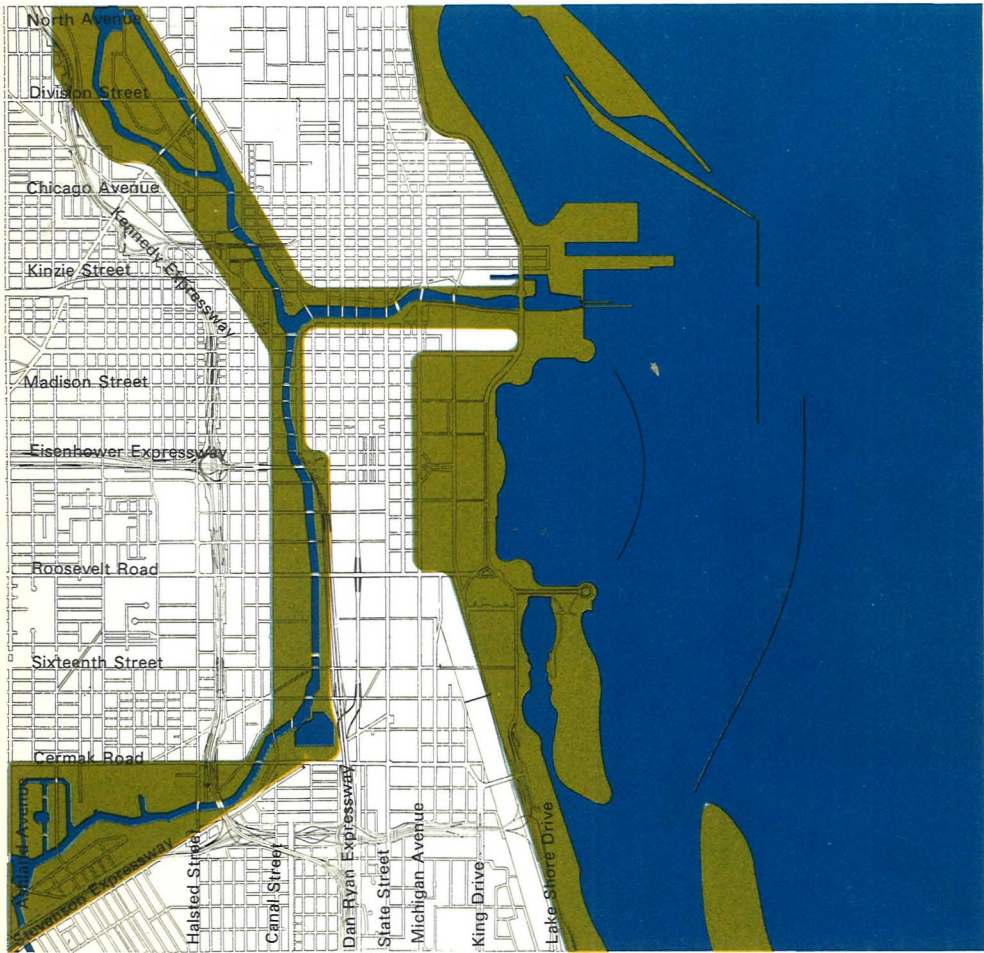
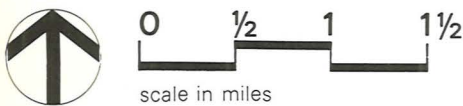
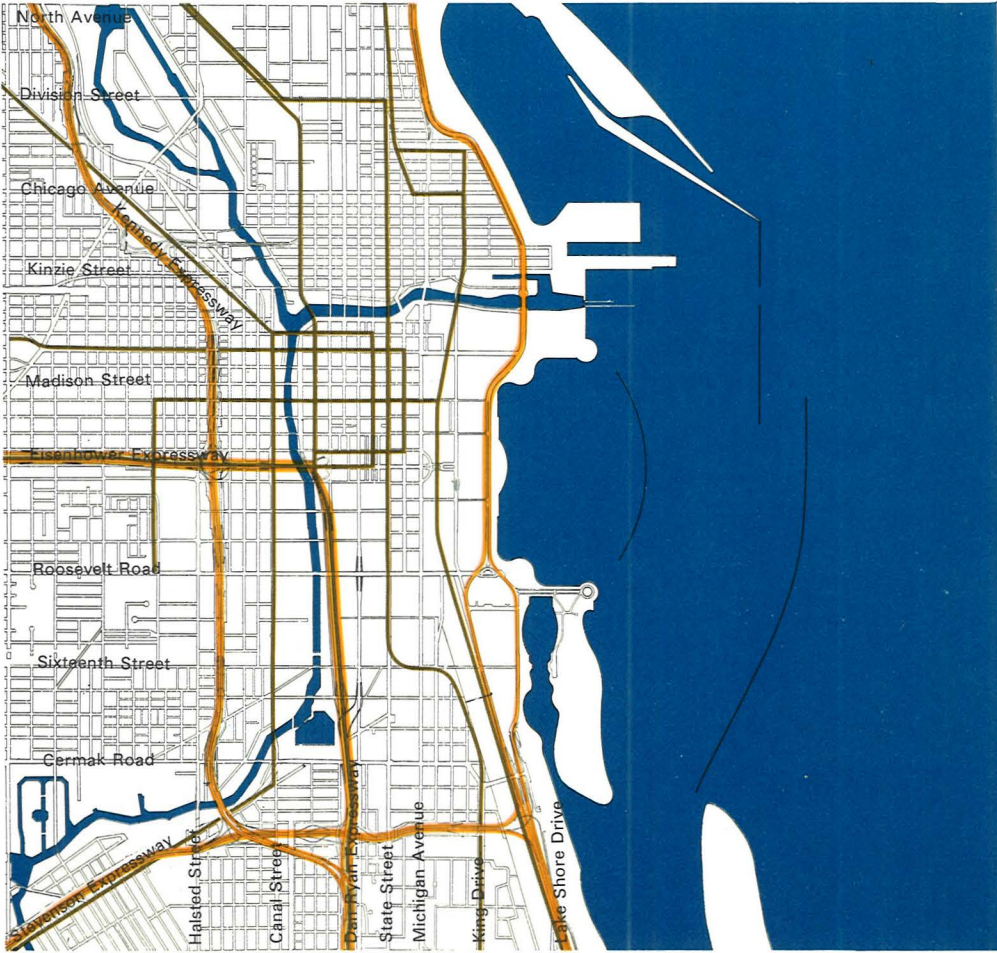
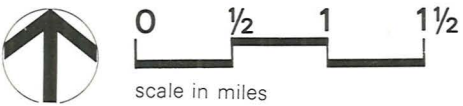


Figure 5
Transportation



Introduction

Figure 6
Existing Development

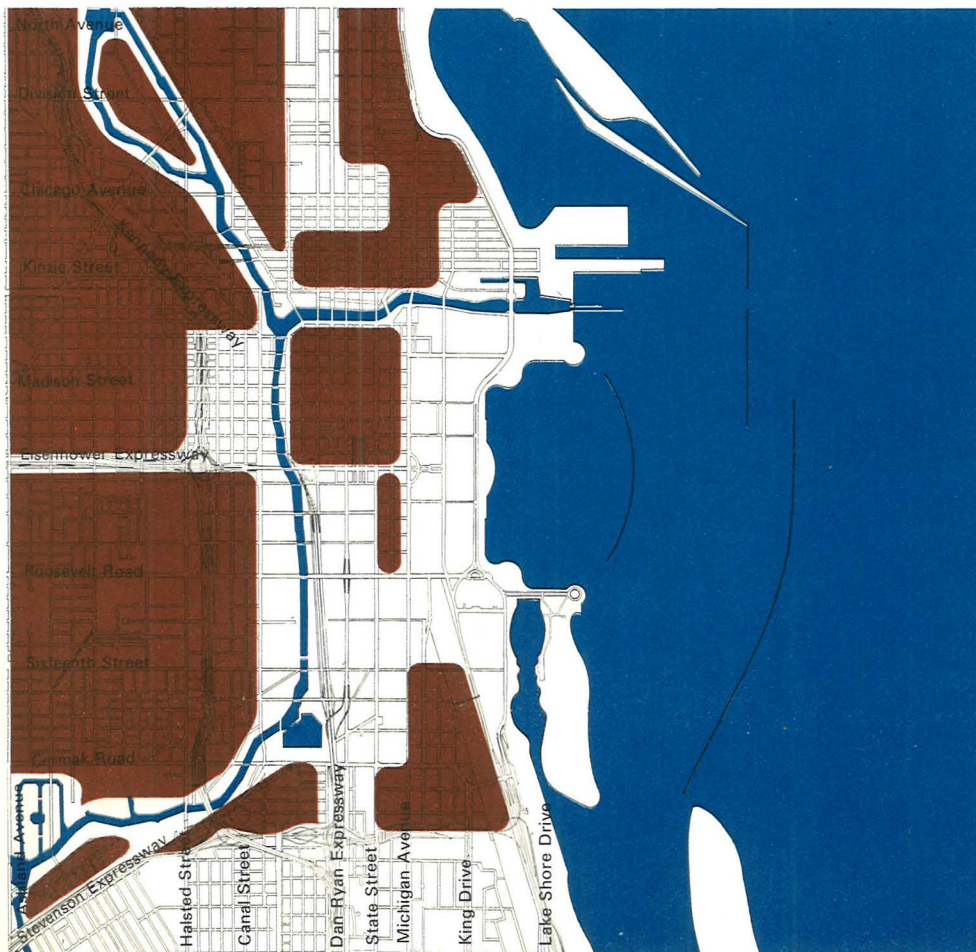
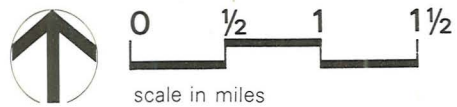
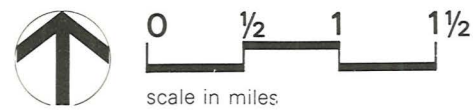
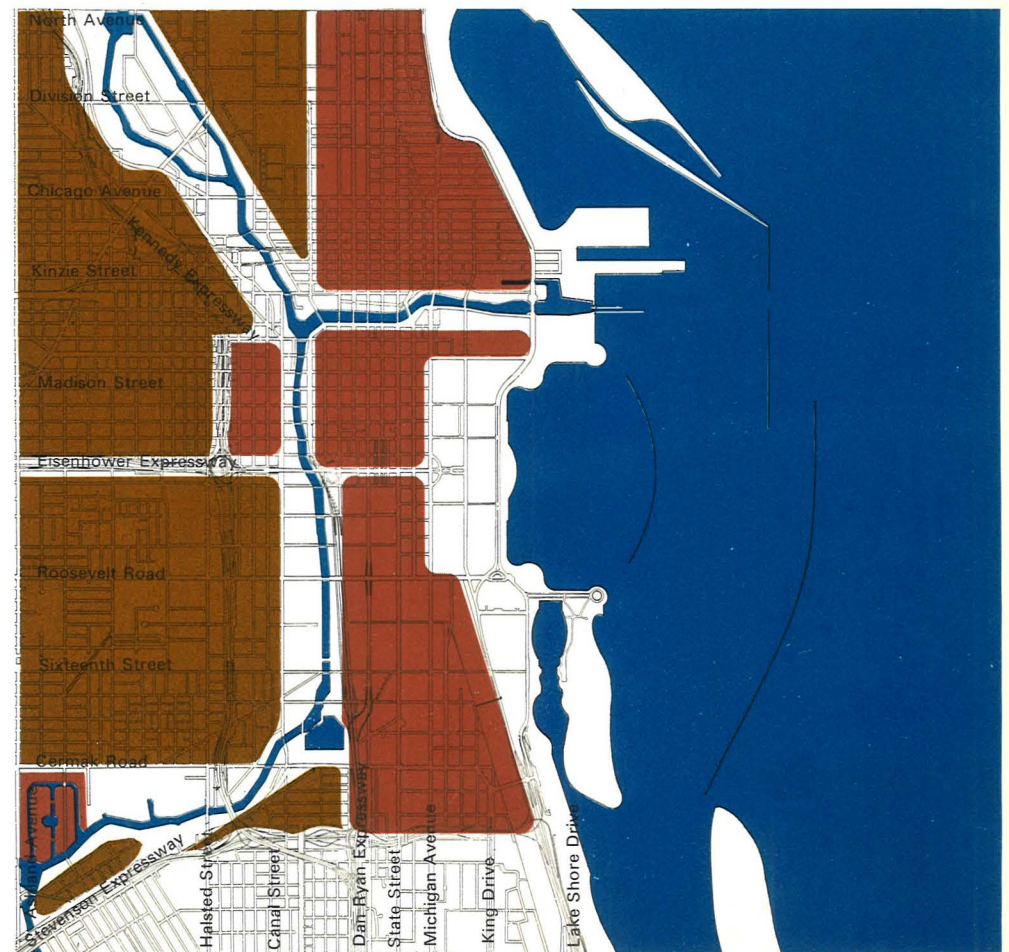


Figure 7
Development Opportunities



Existing Development
Opportunity Areas



Nature of Change

The structure of the Central Communities in the 21st Century should be determined by present and future transportation networks. Between the Lake and River there is a high concentration of transportation systems which extend north, south and west from the major focal point of the City, its Central Business District.

The accessibility network should be used as a spine for future development. Building intensity should vary directly with the accessibility of any given sites. High density nodes or clusters of nodes should develop in the north and south segments of the network. The west segment should be developed at more moderate levels of density. In the northwest and southwest corners of the planning area, low intensity zones are recommended.

One of the chief characteristics of Chicago is its strong and positive response to pressures for change. It has proven many times that it has the capacity not only for vision but for action. The clearest evidence of this dynamic character can be seen in the City's response to crucial past events. Many cities have plans, but few have been as effective as Chicago in implementing their visions.

Today Chicago stands at the threshold of a new era, looking toward evolutions both in the lifestyles of the people and in the land use demands of its businesses and industry.

To guide change most effectively for the Central Communities of Chicago there must be:

A clear vision of what the Central Communities can and should become.

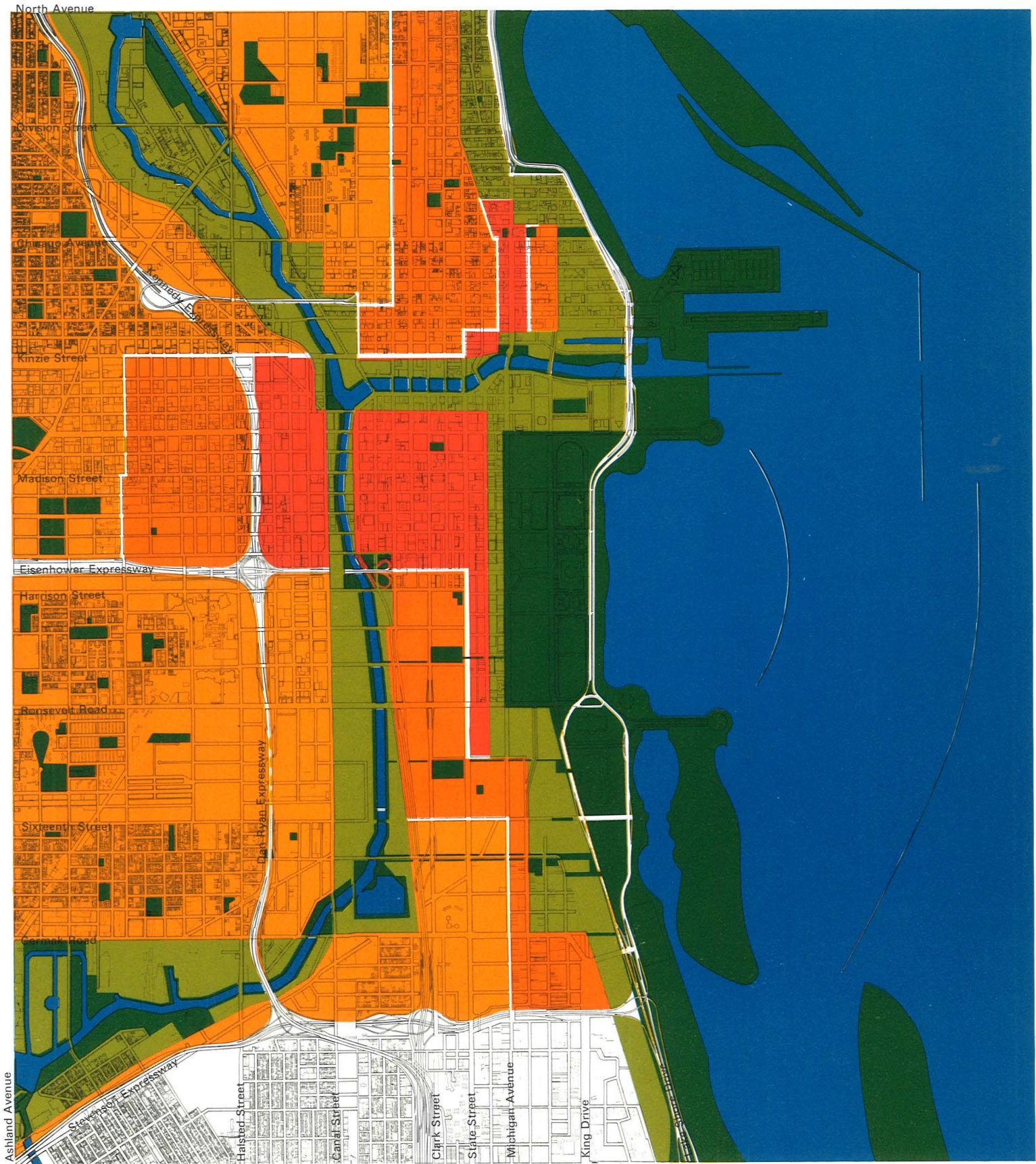
A point of beginning—a program describing the first steps in achieving the vision as well as addressing the pressing problems of the present.

An understanding of existing and new mechanisms—legal, administrative and financial—by which change can be guided.

The proposed Plan unfolds the vision, suggests first steps and proposes possible implementation mechanisms. It will still require persistent and coordinated action to bring the plan to fruition.

Introduction

Figure 8
Chicago 21



0 1/2 1
scale in miles

- Public Parks and Playgrounds
- Lake and River Zones
- High Density Development
- Medium Density Development
- Low Density Development



Major Components

The strength of the Central Communities derives from the vigor and well-being of its people, who in turn prosper in direct proportion to the vitality of their environment.

To be satisfied with their communities, residents must enjoy the widest possible range of opportunities for housing, employment, recreation and education. In the Central Communities today few areas offer these advantages.

Many families are discouraged from living in the Central Communities because of an inadequate supply of housing at prices they can afford. This produces progressive separation of daytime (work) and nighttime (recreation) activity resulting in inefficient use of the outstanding social and cultural institutions and entertainment facilities concentrated there.

Elements of Community

What makes a community? By definition, common interests or a common identity. The term is usually applied to residential areas, but it can refer to any set of unified uses or functions.

An attractive residential community contains:

Quality housing for families of different size and income.

Identifiable boundaries for each neighborhood and each residence providing a sense of place and security.

Open space and recreation areas, large enough to serve the community in organized active and passive use.

Convenient access to **shopping facilities** for basic goods and services.

Support services, such as public education, safety, health and child care.

Civic and religious facilities to provide community focus while meeting special social and spiritual needs.

Convenient access to **employment opportunities**, vital for a strong economic base.

The vigor of a community finds expression in civic pride and identity. A key indicator of this vigor is the degree of participation in civic processes. But for people to care, for people to participate, they must be made to feel secure in their community. They must also have confidence in its future development and unfolding opportunities.

Central Area Characteristics

The Chicago Central Communities already enjoy a unique combination of attractions which make them potentially a very desirable place of residence:

Employment The Central Business District is one of the largest centers of employment in the world. Total employment is 560,000 and growing.

Shopping The Central Business District including State Street and North Michigan Avenue provides 13 million square feet of comparison, specialized and prestige shopping.

Higher Education Prominent among the many institutions of higher education are the University of Illinois at Chicago Circle; Roosevelt University; in-town campuses of Northwestern, Loyola, and DePaul Universities and the University of Chicago; the Loop Community College; Moody Bible Institute; and the Art Institute of Chicago.

Health Excellent medical facilities and services include numerous doctors in private practice, and a concentration of major hospitals and medical centers.

Culture The Art Institute, Field Museum, Shedd Aquarium, Adler Planetarium, Chicago Symphony, Lyric Opera and Public Library are among the many internationally recognized institutions of culture.

Recreation Grant Park and Lake Michigan's shore provide the Central City with harbors for boating, beaches, playing fields and landscaped areas. The facilities of Lincoln Park, Burnham Park and numerous neighborhood centers complement these amenities.

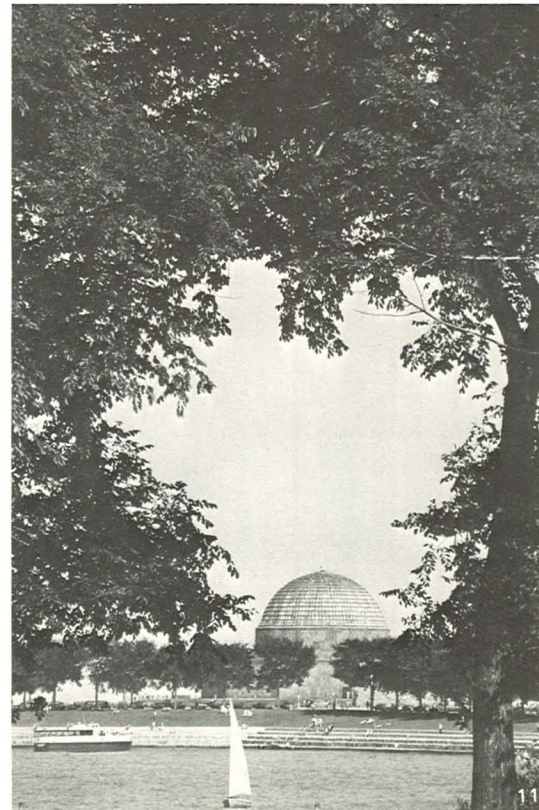
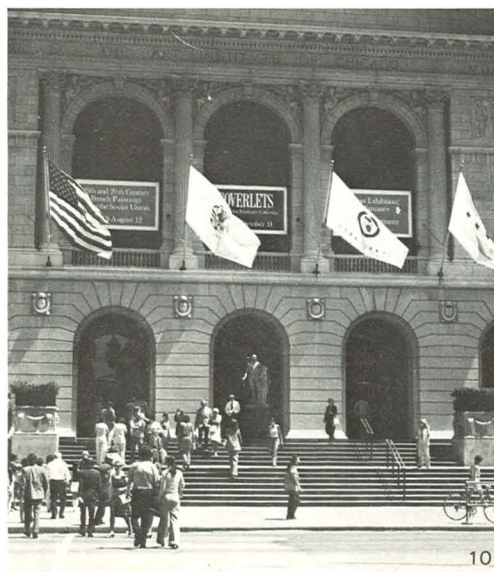
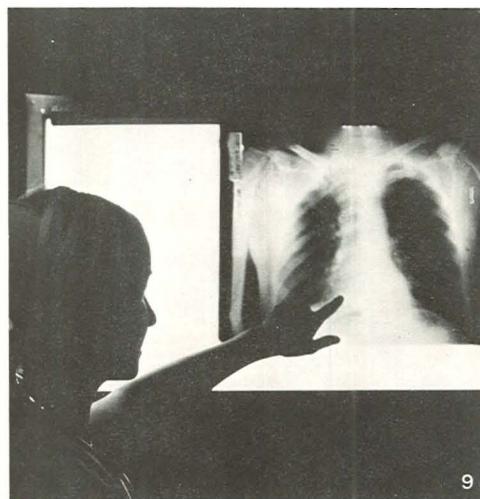
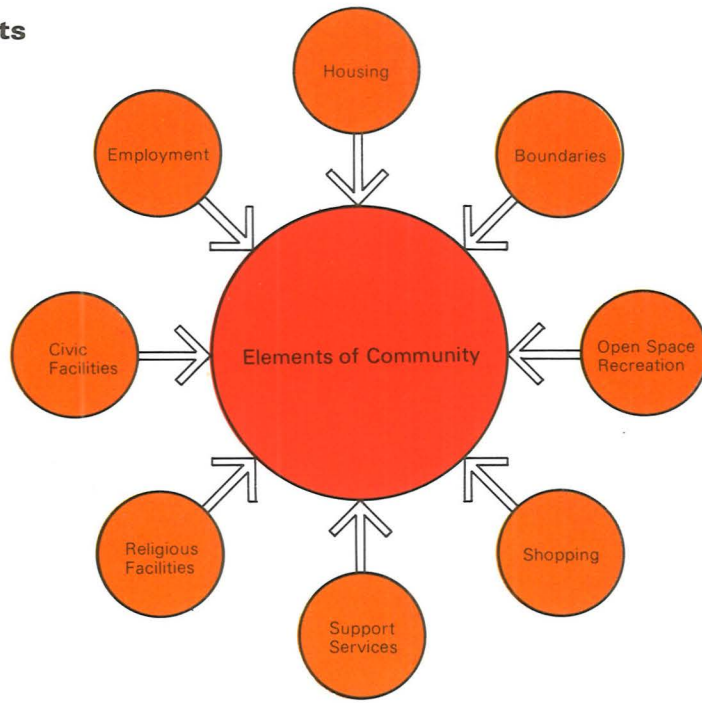
Entertainment The Central Business District and adjacent areas offer a wide variety of restaurants, clubs, legitimate theaters, movie houses and the special attractions of Old Town, Rush Street and Chinatown.

Government Local, state and federal governments all have easily accessible offices in the Loop.

Industry Though industrial employment has declined in recent years due to relocation and automation, it is still a necessary element of the Central Communities. The proposed Plan recognizes the need to retain a strong industrial job base in the Central Communities Area and city-wide, to provide suitable sites for expansion and to attract new industry.

Communities

Figure 9
Community Elements



Neighborhoods

The neighborhoods that now exist in the Central Communities are relatively small, isolated by barriers of various sorts and quite different in character from one another. Most are deficient in one or more of the elements essential to a good community.

Following are those areas presently definable as residential neighborhoods:

Gold Coast-Streeterville contains primarily luxury and middle income residences in a highly urban environment with excellent access to the Central Business District and the Lake.

The **North LaSalle-Sandburg Village** area is characterized by older renovated residences and new, high density development of which Sandburg Village is the principal example.

The **Chicago-Orleans** area consists of land suitable for residential redevelopment, some of which is currently taking place.

The **Cabrini-Green** area is dominated by a large public housing project and some adjoining decayed and deteriorated areas.

East Humboldt Park is an older neighborhood which requires upgrading.

The **West Central** area contains some existing housing, public support facilities and other non-residential uses. A high school and park are currently under construction and a new police academy is planned.

The **Near West** side, a revitalized older neighborhood, is located between the University of Illinois at Chicago Circle and the adjoining Illinois Medical Center. As an increasing number of students and faculty become residents of the area, the relationship of the neighborhood to these institutions grows stronger.

The **Roosevelt-Blue Island** neighborhood includes another major concentration of public housing and an area of moderate income housing presently under construction.

Pilsen is an old community, currently in transition, which needs substantial conservation and rehabilitation to prevent further physical deterioration.

Chinatown remains a strong focus for Chicago's Chinese-American population. Confined on all sides, its growth has been curtailed.

The **Central Business District** is the focus for the entire metropolitan area. Important to its future is accommodation of substantial new residential development.

However, significant opportunities exist to reinforce or reconstitute these areas.

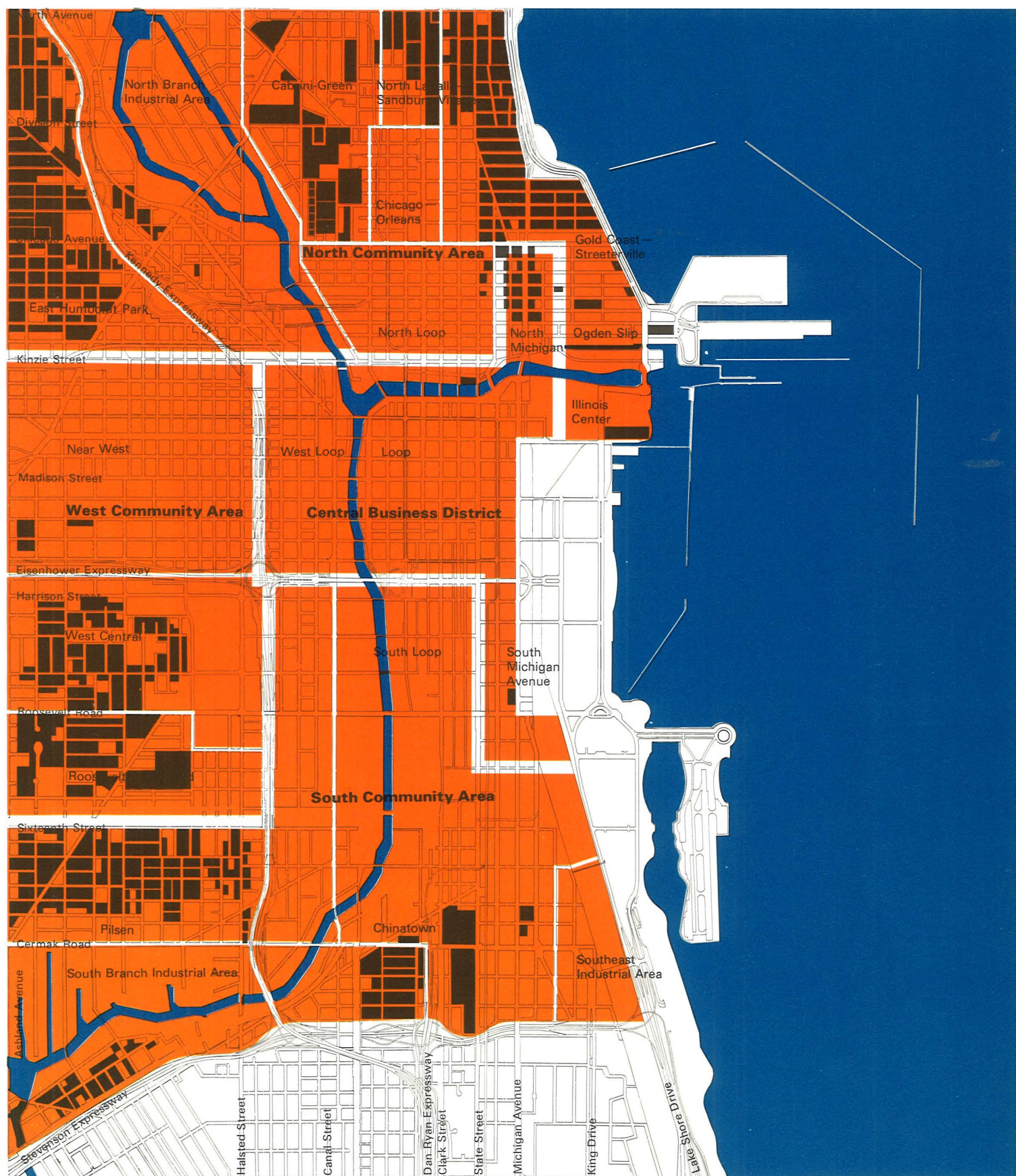
Figure 10
Community Evaluation

Community	Elements												
	Housing	Open Space	Education	Shopping	Employment	Community Facilities	Public Services	Health Care	Community Identity	Security	Auto Access	Bus Access	Transit Access
Gold Coast - Streeterville	○	●	○	○	○	●	○	○	○	○	○	○	●
North LaSalle - Sandburg Village	○	●	●	●	●	○	●	○	○	●	○	○	●
Cabrini-Green	●	●	●	●	●	●	●	●	●	●	○	○	●
Chicago-Orleans	●	●	●	●	●	●	●	●	●	●	○	○	○
East Humboldt Park	●	●	●	○	○	○	●	●	●	●	●	●	●
North Loop	●	●	●	●	○	●	●	●	●	●	○	○	○
Illinois Center-Odgen Slip	●	●	●	●	○	●	○	○	●	○	○	●	●
West Central	●	●	●	●	●	○	●	●	●	●	○	○	●
Near West	●	●	●	○	●	○	●	●	○	○	○	○	●
Roosevelt - Blue Island	●	●	●	●	●	●	●	●	●	●	●	●	●
South Loop	●	●	●	●	○	●	●	●	●	●	○	○	○
Pilsen	●	●	●	○	○	●	●	●	○	●	●	○	●
Chinatown	●	●	○	○	○	○	●	●	○	○	○	○	○

○ Community Asset
● Improvement Required
● Major Effort Required

Communities

Figure 11
Chicago Central Communities



0 1000 5000
scale in feet



Community Areas

Residential Blocks to Remain



Communities South



14



15



16



18

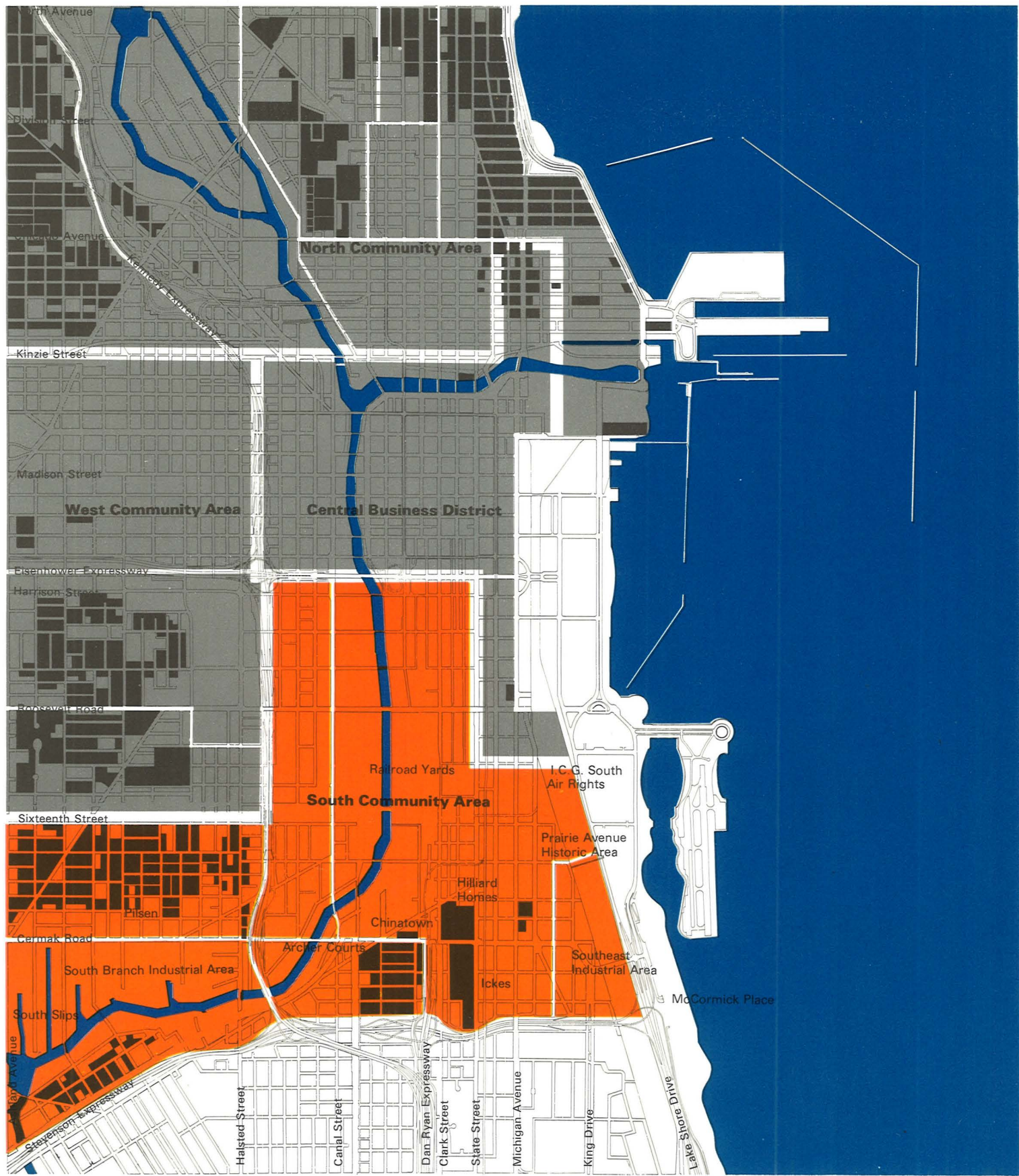


19



- 14, 17, 19. Pilsen Community
- 15. South Loop Railyards
- 16. Glessner House
- 18. Dvorak Park
- 20. Chinatown

Figure 12
South Community Area



0 1000 5000
scale in feet



Residential Blocks to Remain

South Community Area

The South Community area has limited residential development or community fabric. It has, however, extensive unused land ringed by older buildings and obsolete uses. The very low density and scattered nature of development is largely unrelated in value or function to the near-by Central Business District.

It once was different. The railyards, which occupy much of the area, were highly active and essential to the commerce of the country. Furthermore, a fine residential neighborhood flourished near the Lakefront. Now, the railyards stand empty, and virtually nothing remains of the neighborhood. Parts of the area that remain viable include clusters of industry near McCormick Place and along the Chicago River; Hilliard, Ickes and Archer Courts public housing; Chinatown and Pilsen. Another part of the area, the Illinois Central Gulf South Air Rights, is ready for development.

Recommended objectives for the development of the South Community Area are as follows:

To create residential neighborhoods on the surplus railyards and in the slips area along the River. The neighborhoods should accommodate a balanced social and economic mixture of people and should be strongly oriented toward families. The challenge is to provide an in-town residential environment that is sufficiently attractive to a full range of residents.

To preserve and enhance the natural amenities provided by the Lake and River.

To integrate new development with the transportation, commercial, cultural and recreational activities of the Central Business District.

To revitalize existing residential and industrial areas and tie them into the new community framework.



Communities South

Plan Summary

South Loop New Town

Develop a high density residential community—a complete “new town in town”—on the railyards site.

Pilsen

Strengthen the neighborhood through housing rehabilitation, better education, improved social services, increased open space and new housing.

I.C.G. South Air Rights

Coordinate Illinois Central Gulf South Air Rights plans with the adjacent South Loop New Town and provide pedestrian connections to Lakefront recreation areas.

Chinatown

Provide Chinatown with a river oriented focus, while insuring its ability to expand.

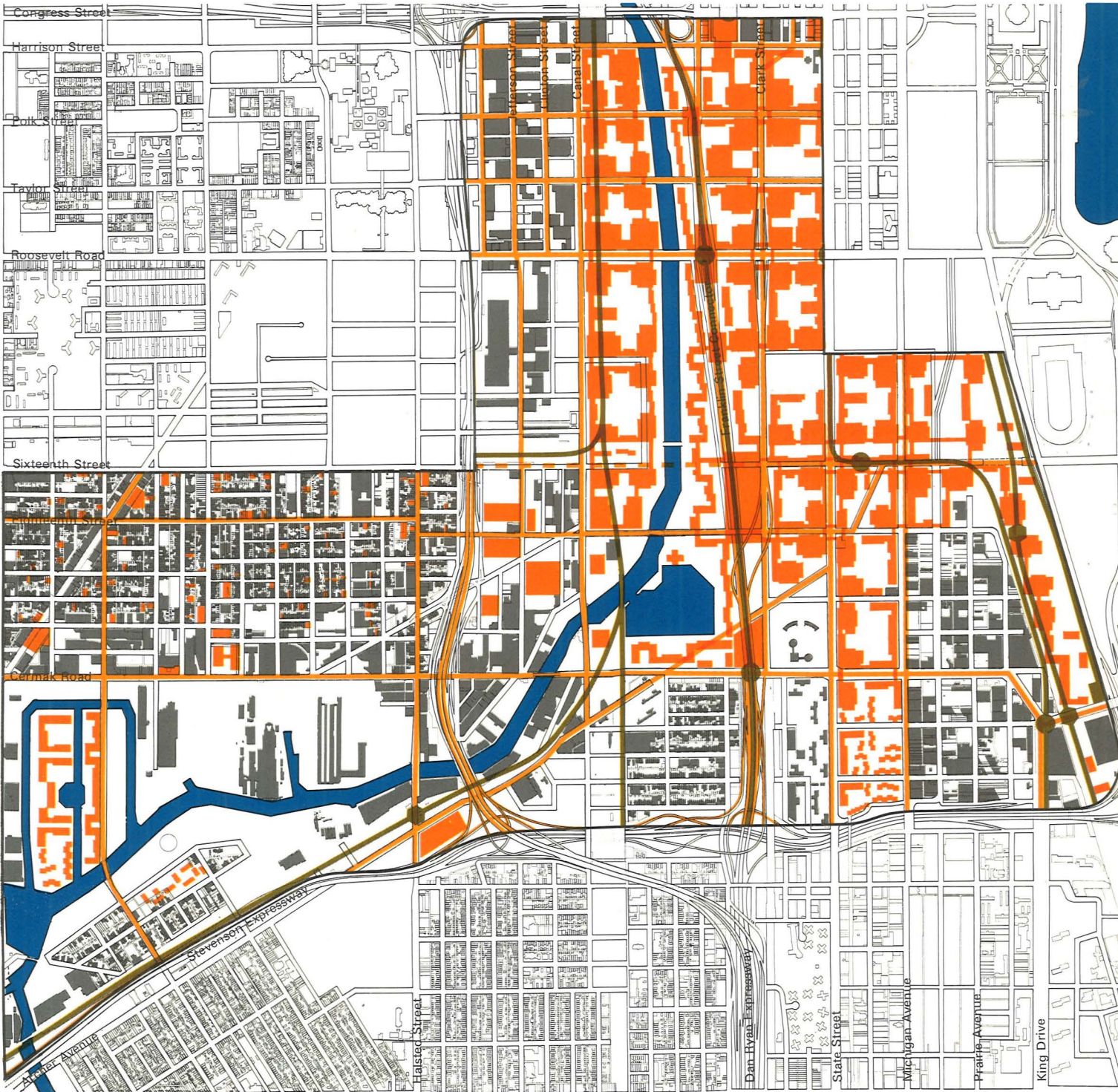
Prairie Avenue Historic Area

Restore the most significant buildings and the area about them as an architectural museum in an historical or commemorative park.

Industrial Areas

Encourage the maintenance, rehabilitation and concentration of desirable existing industries, and promote the development of new light industry in the South Loop New Town Community.

Figure 13
South Community Plan



Community Area Systems

Existing Communities
Existing parts of the South Community Area should be preserved, strengthened and expanded. The residential portions are concentrated in the south and west and include Chinatown and Pilsen.

Future Communities
The South Loop New Town will be the most concentrated and dramatic development. It will offer a wide range of lifestyle alternatives in close proximity to the Central Business District, the Lakefront and other amenities.

Figure 14
Existing Development

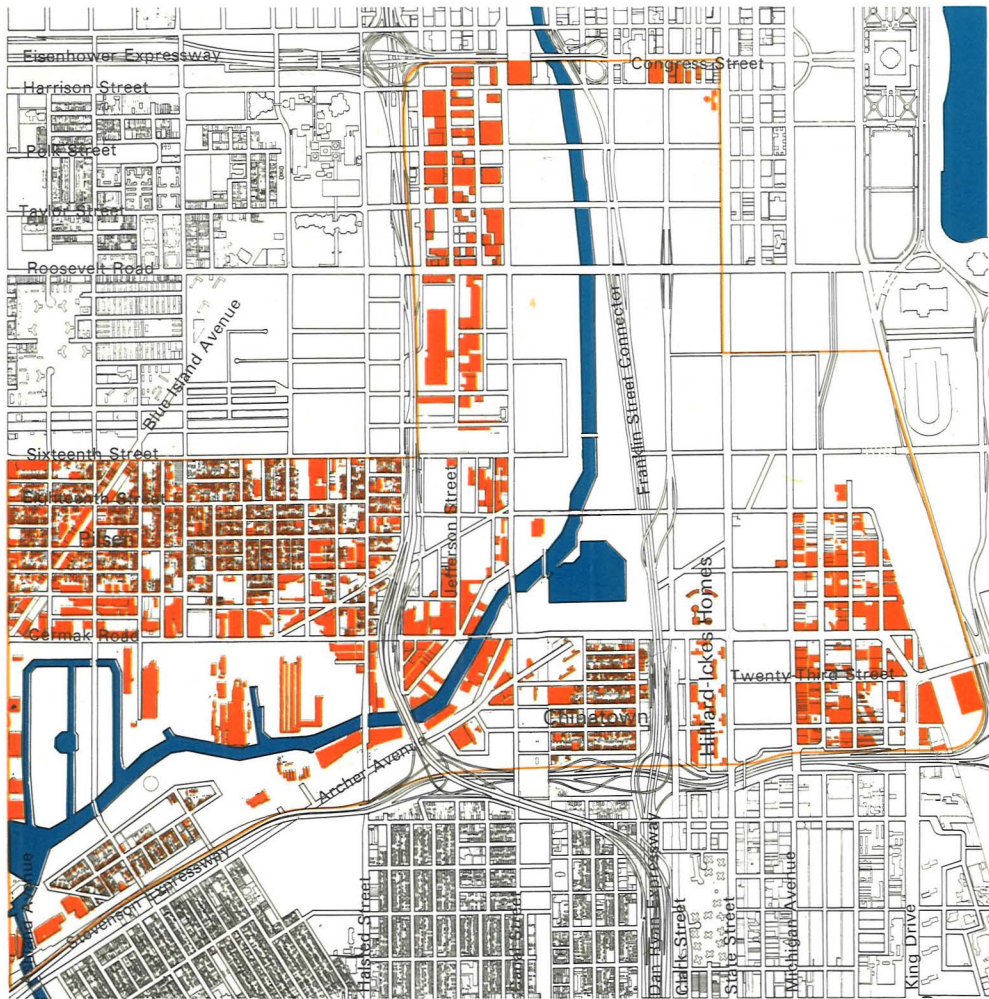
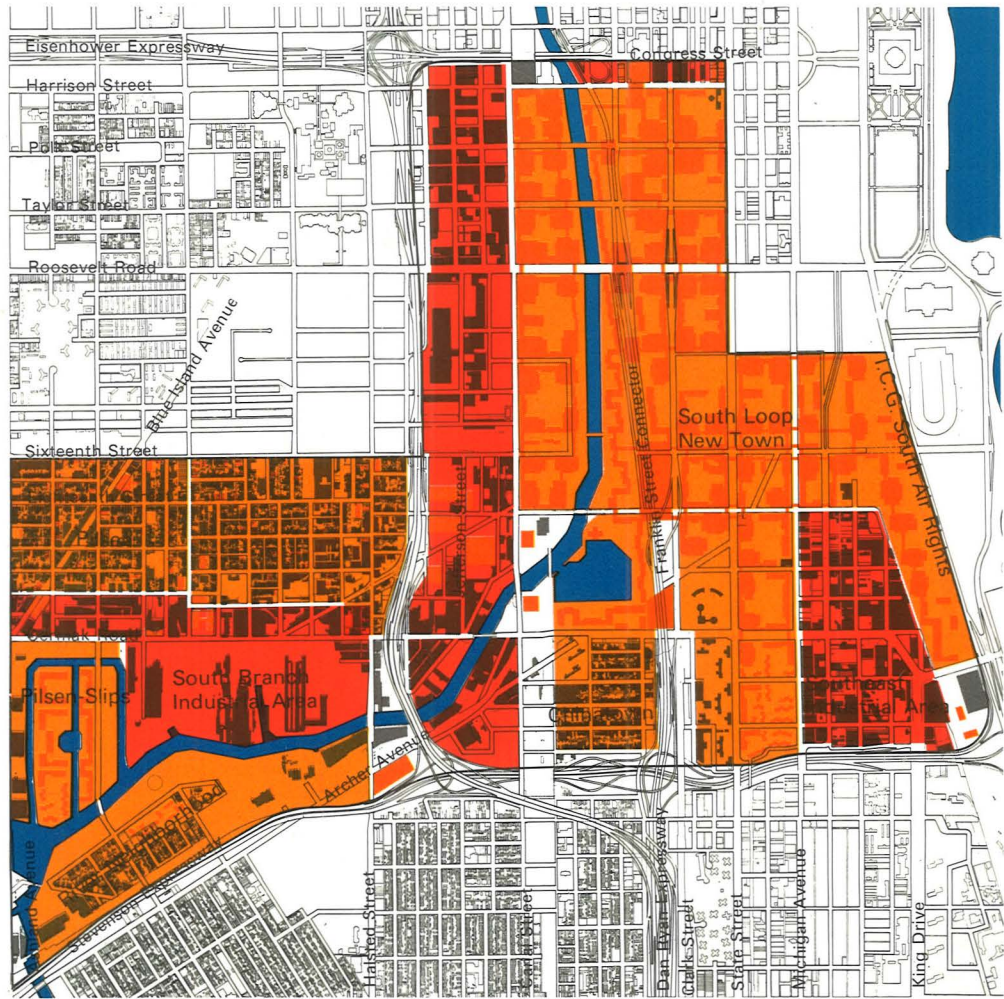
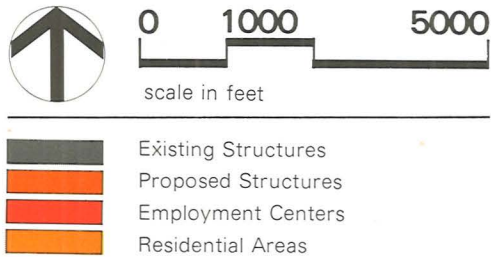


Figure 15
Proposed Development



The principal elements of the transportation network tie the community together. The modified Dan Ryan and Jackson Park transit lines will be supplemented by the proposed Distributor Subway. Major roadway projects include construction of the Franklin Street Connector and the 16th Street and Roosevelt Road connections to Lake Shore Drive.

A system of open space and public facilities will comprise an integral part of the total community. Components of the system will include major park space within the New Town, a network of open space areas in the Riverfront Zone and greenway connections to the Lakefront.

Figure 16
Circulation

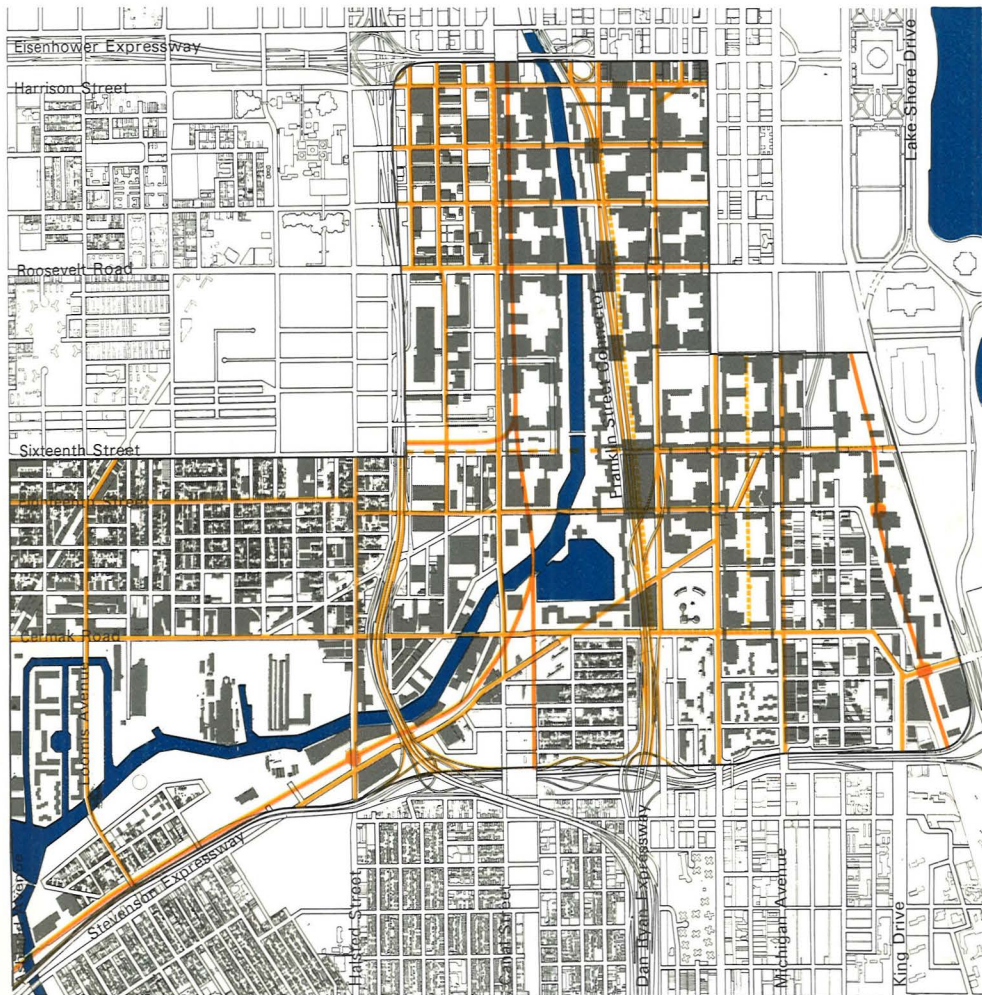
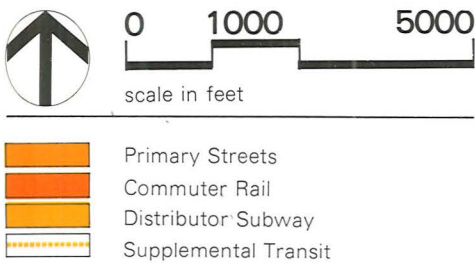
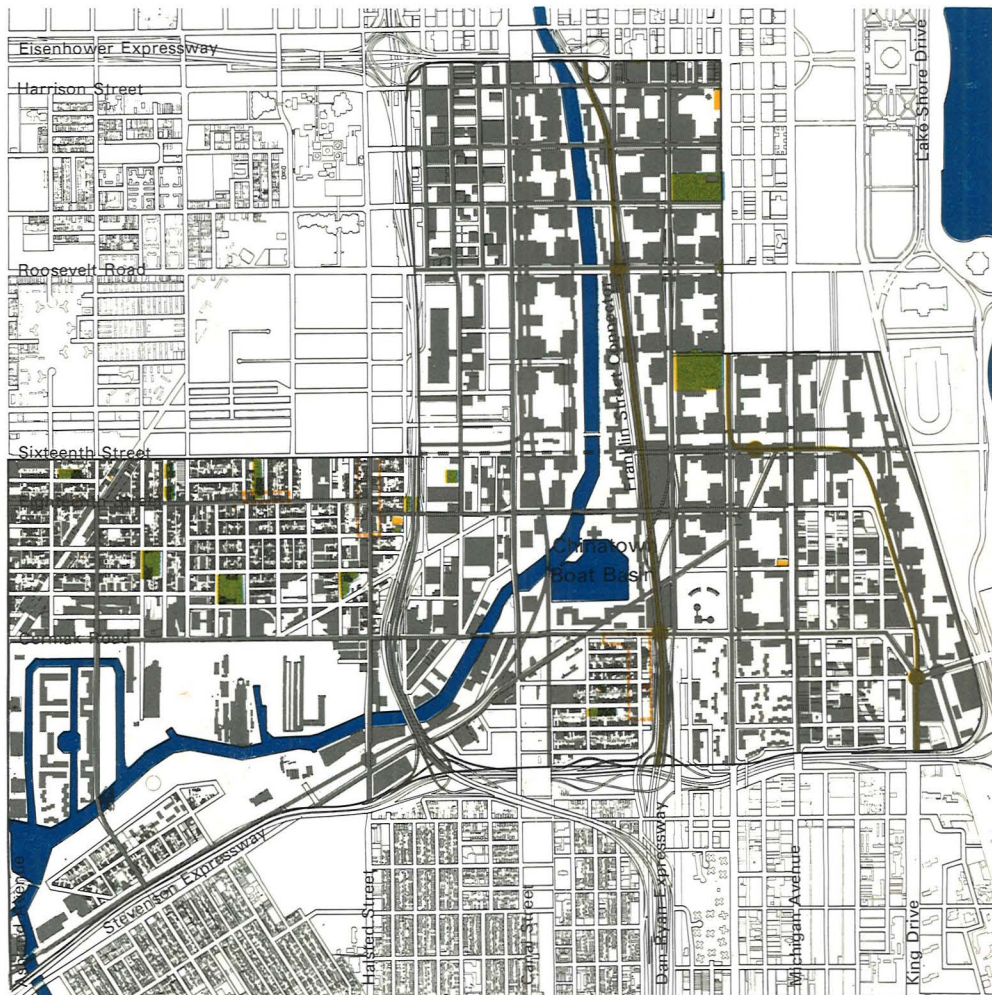
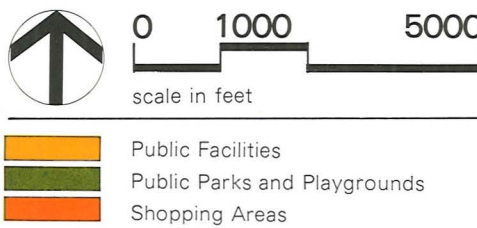


Figure 17
Open Space



Plan Elements

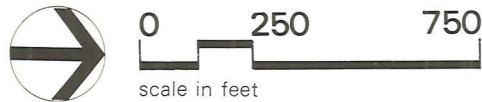
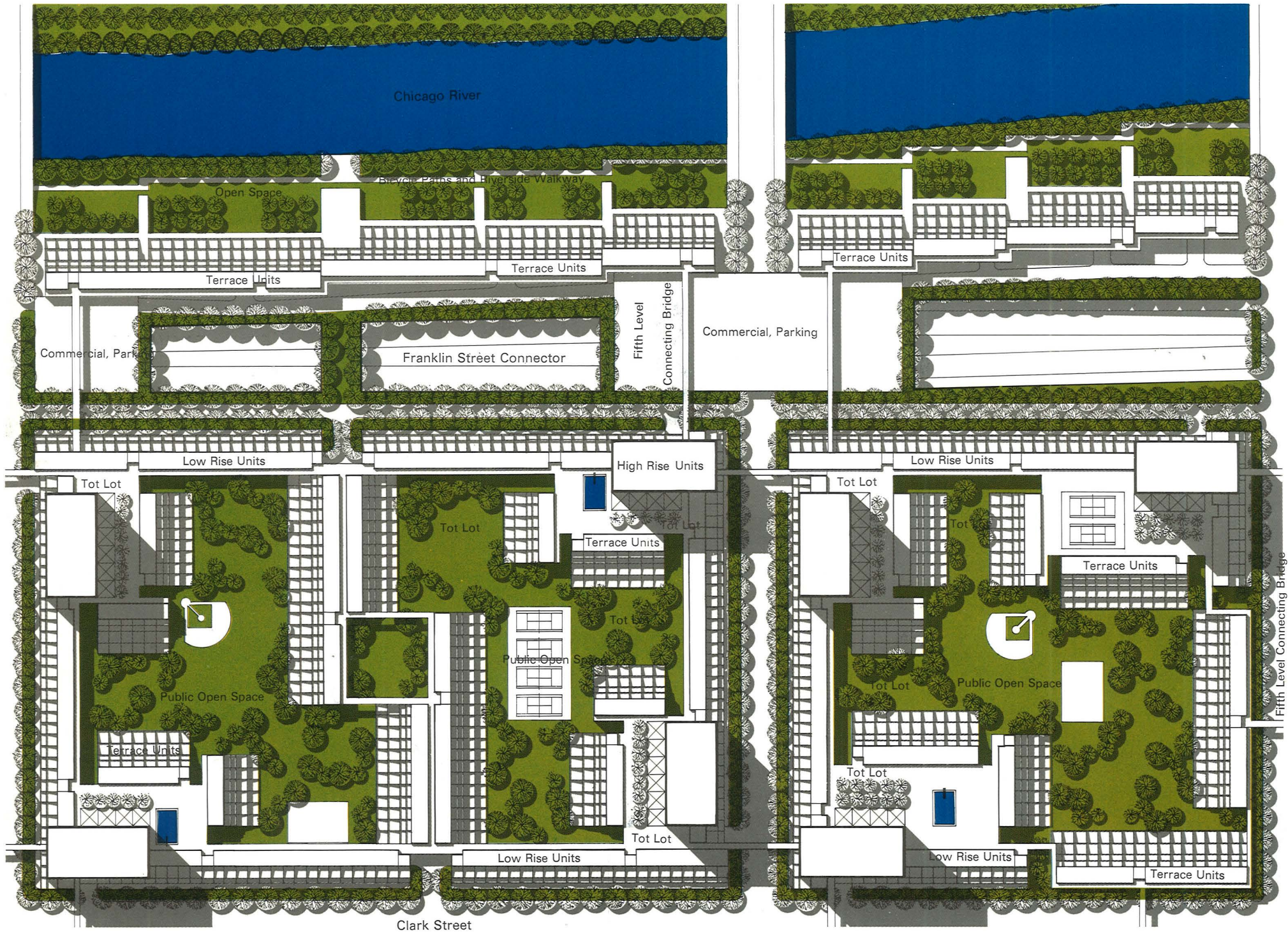


Figure 18
South Loop New Town,
Partial Plan



South Loop New Town
The railyards and adjoining property adjacent to the southern edge of the Central Business District comprise some 600 acres of essentially vacant land. Despite their proximity to intensive development, and owing to their current and prior use, these lands are relatively free of such typical constraints as fragmented ownership, existing streets and buildings.

Assembling the railyards under unified ownership or control is imperative in order to achieve the coordination, control and environmental quality which must characterize the recommended New Town. Equally important is provision of excellent systems of schools, services and mass transit facilities. To accomplish these ends an active partnership is required between the public and private sectors.

A very special environment will have to be created in the South Loop New Town before it will be considered attractive for families from diverse social and economic backgrounds.

Although architectural variety is essential, the entire area must be developed under a detailed set of guidelines. This will assure that all necessary elements are included: superior amenities, community facilities, pedestrian and transit circulation and open space.

Proximity to Lake Michigan and the Chicago River provides the opportunity for creating a variety of water-oriented amenities. These amenities will in turn be complemented by a well-developed system of open space designed to accommodate both active and passive users. Major public park spaces will be a feature of this open space system.

One possible design for these neighborhoods is illustrated here. Each block of development would comprise nine to sixteen acres and contain 1000 to 3000 dwelling units plus related neighborhood and community services.

Six or seven levels of terrace apartments would rise above ground level, stepping back so that the roof of one dwelling becomes the yard or patio of the one above. Within the terraced building space there would be levels for parking and building services.

Figure 19

Typical Block, Exterior View

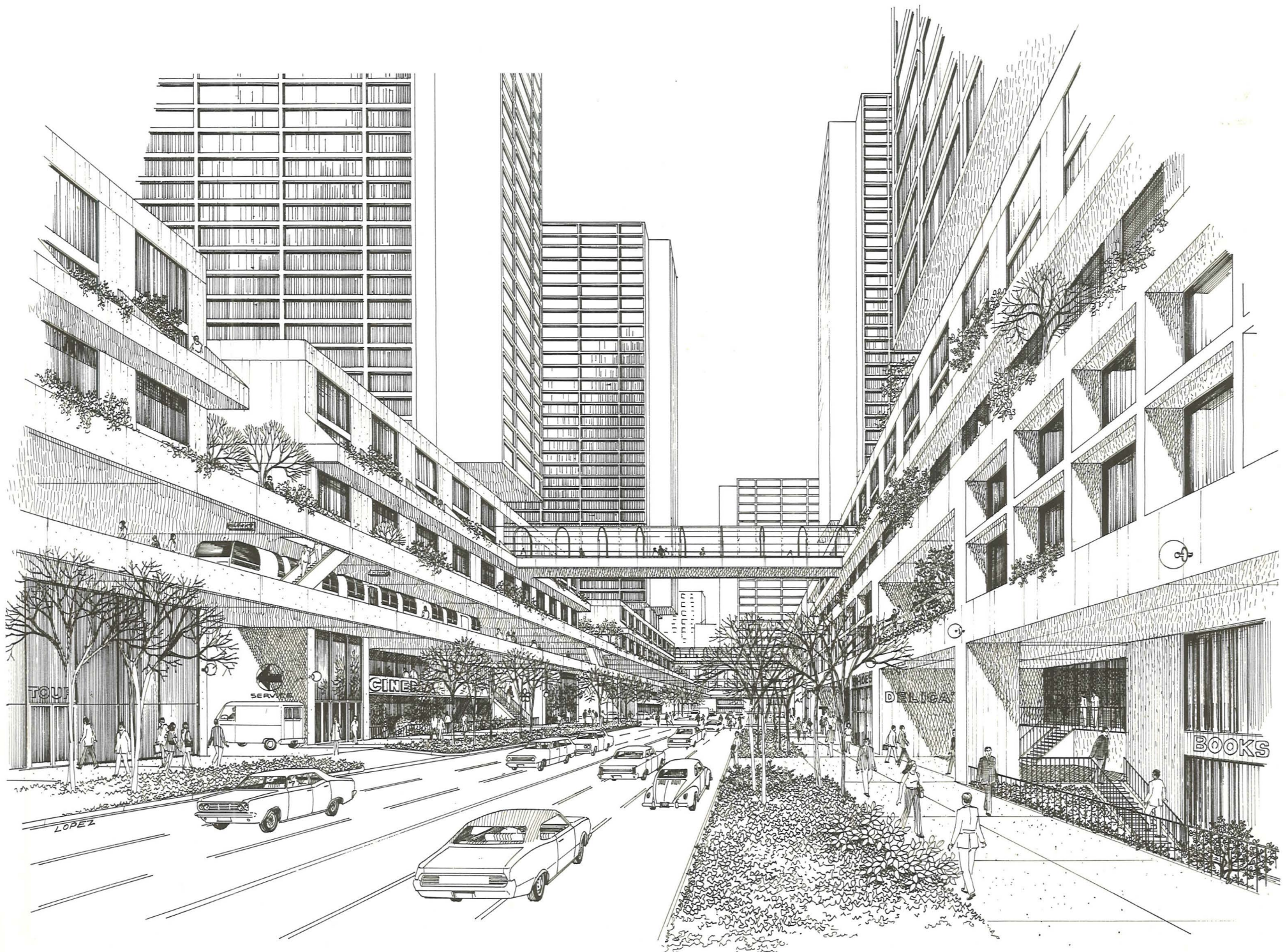


Figure 20
Typical Block, Interior View

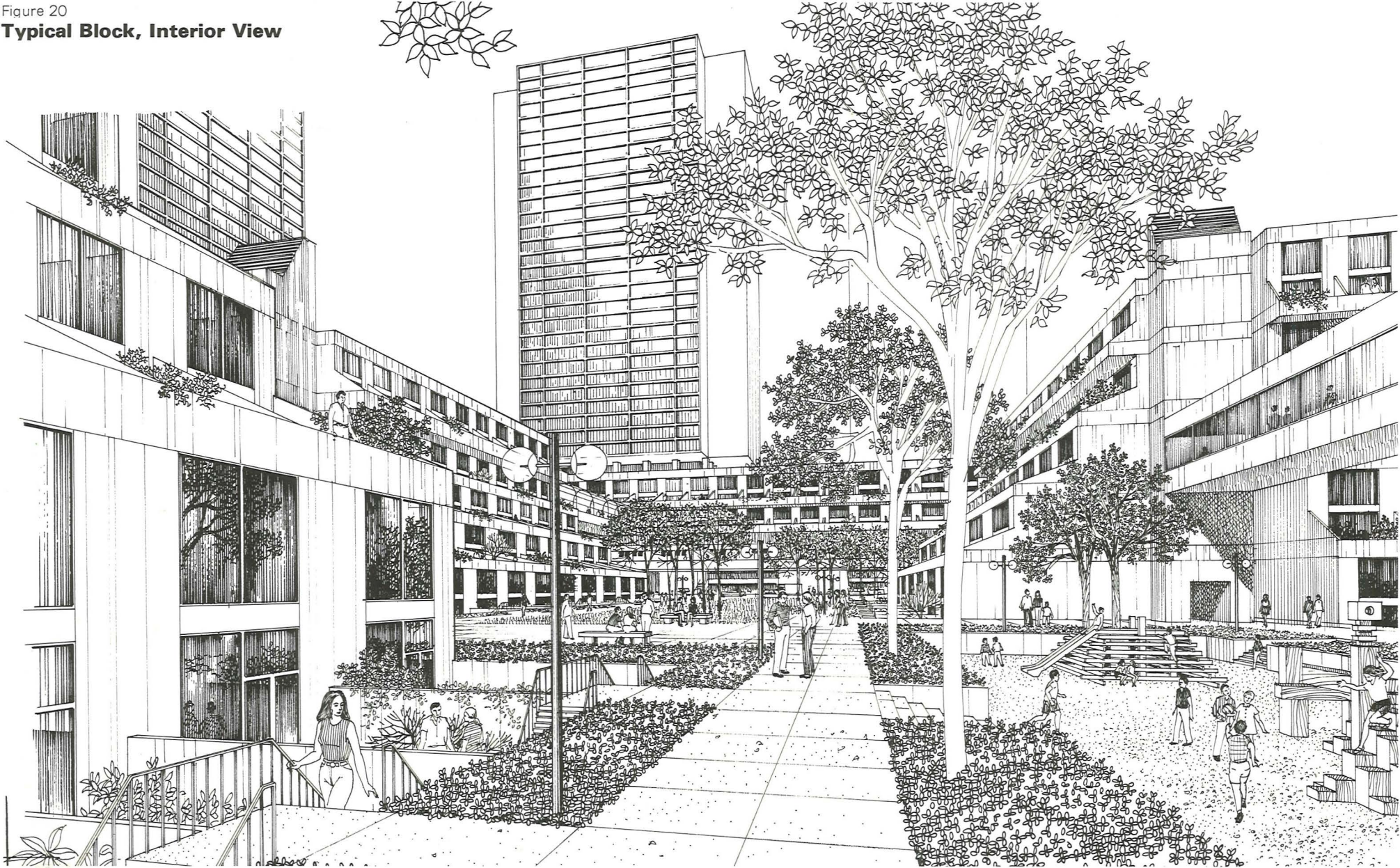
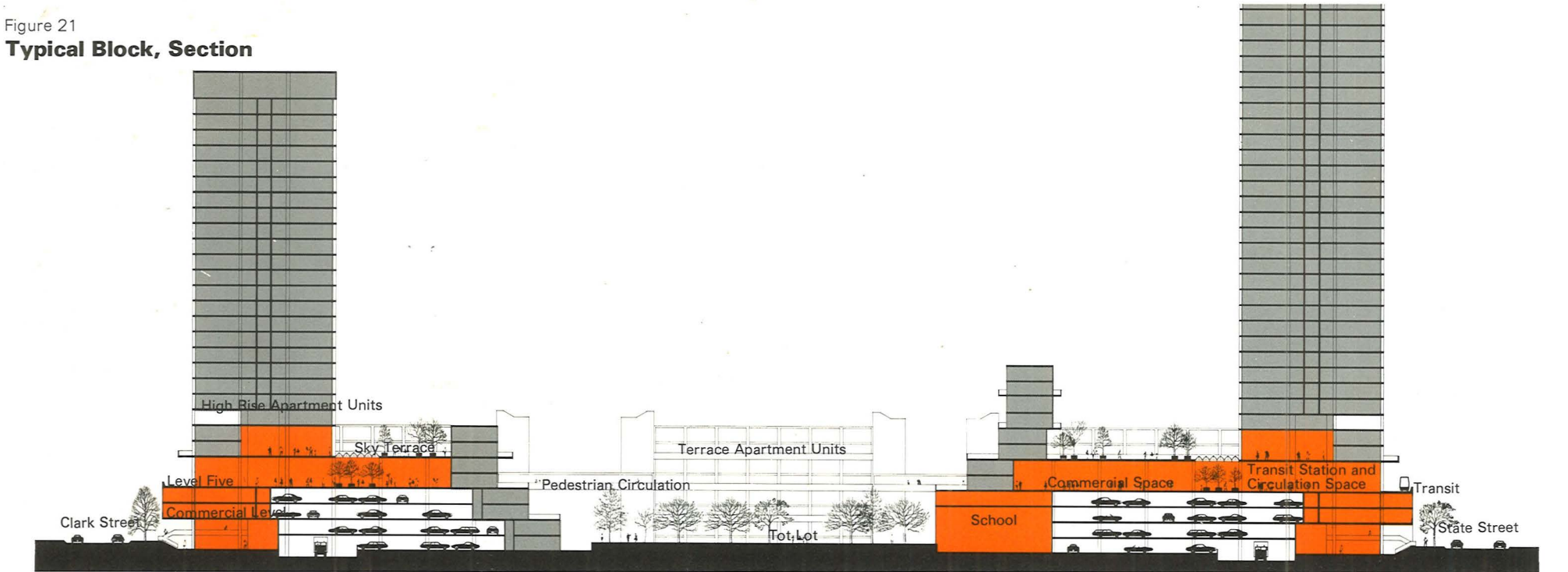
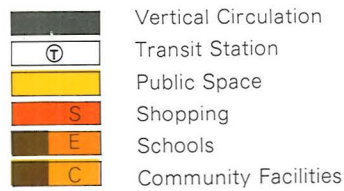
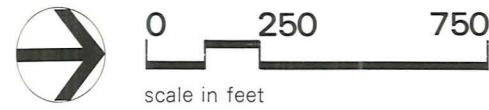


Figure 21
Typical Block, Section



Communities South

Figure 22
Fifth Level Plan



Public uses—schools, clinics, shops and businesses—would begin above the terrace levels, effectively creating a system of “streets-in-the-sky”. Recreational facilities and playgrounds would be found at the first of these levels. Enclosed walks and mini-transit facilities would provide sheltered connections to adjoining neighborhoods. And rising over all these uses would be one or more apartment towers.

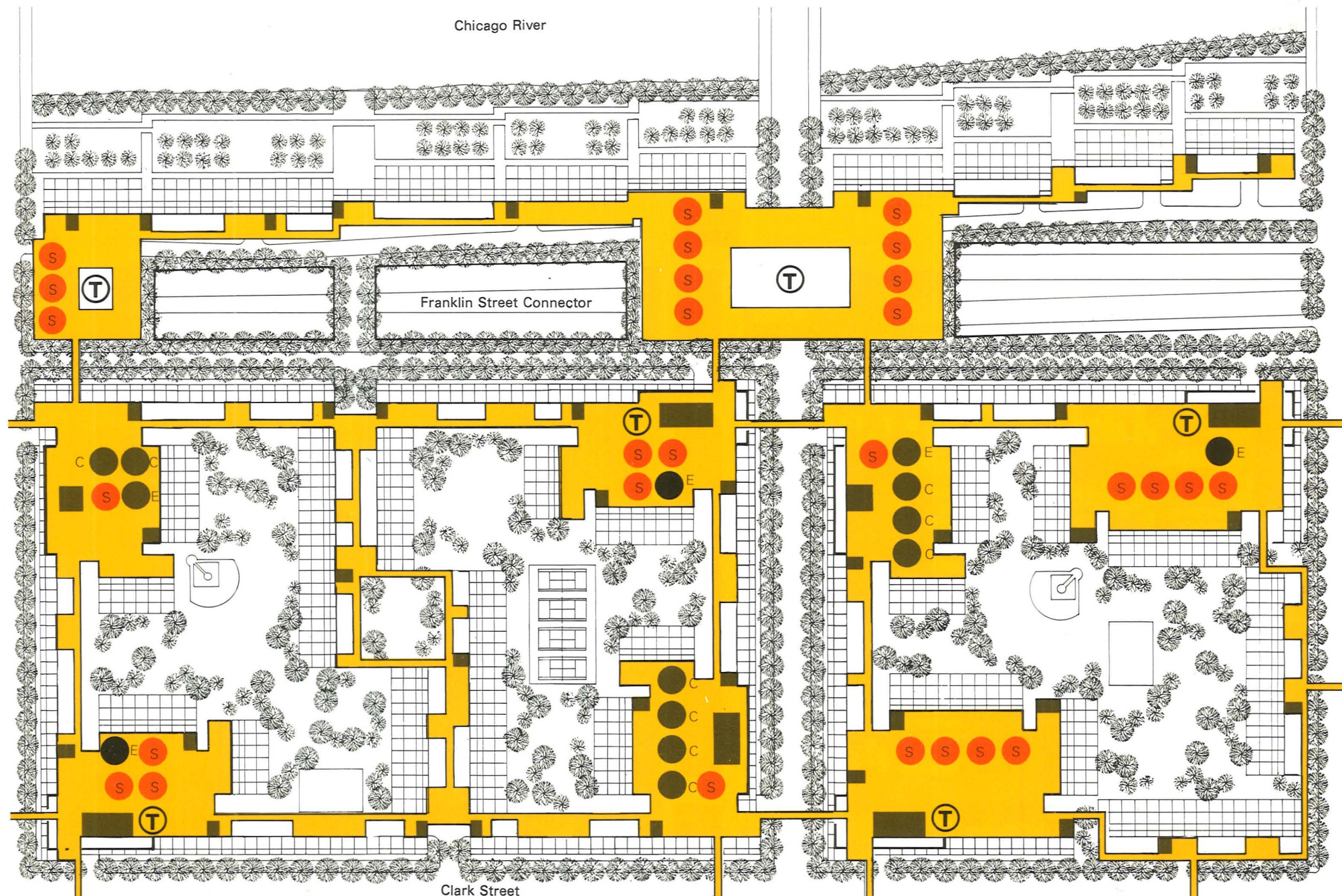
The focus for each block should be an elementary school, community facility or convenience shops. Each would help lend individual character to its complex.

The South Loop New Town will be developed in phases, reflecting both the capacity of the market and the character of the development.

The first phase, 200 acres north of Roosevelt Road, could accommodate up to 20,000 dwelling units and a population of about 60,000 persons. The second phase, south of Roosevelt Road, would also support some 60,000 people but these would live at somewhat lower densities.

The initial effort north of Roosevelt Road should be tied closely to Grant Park, the River and the Central Business District. It should be started at a scale that is sufficient to establish its own environment and sustain a full range of support services.

Development in the area west of the River must be carefully coordinated with existing railroad facilities. The necessity to retain some through tracks and classification yards will result in air rights development near Canal Street. The west bank of the River, however, can be developed at grade.

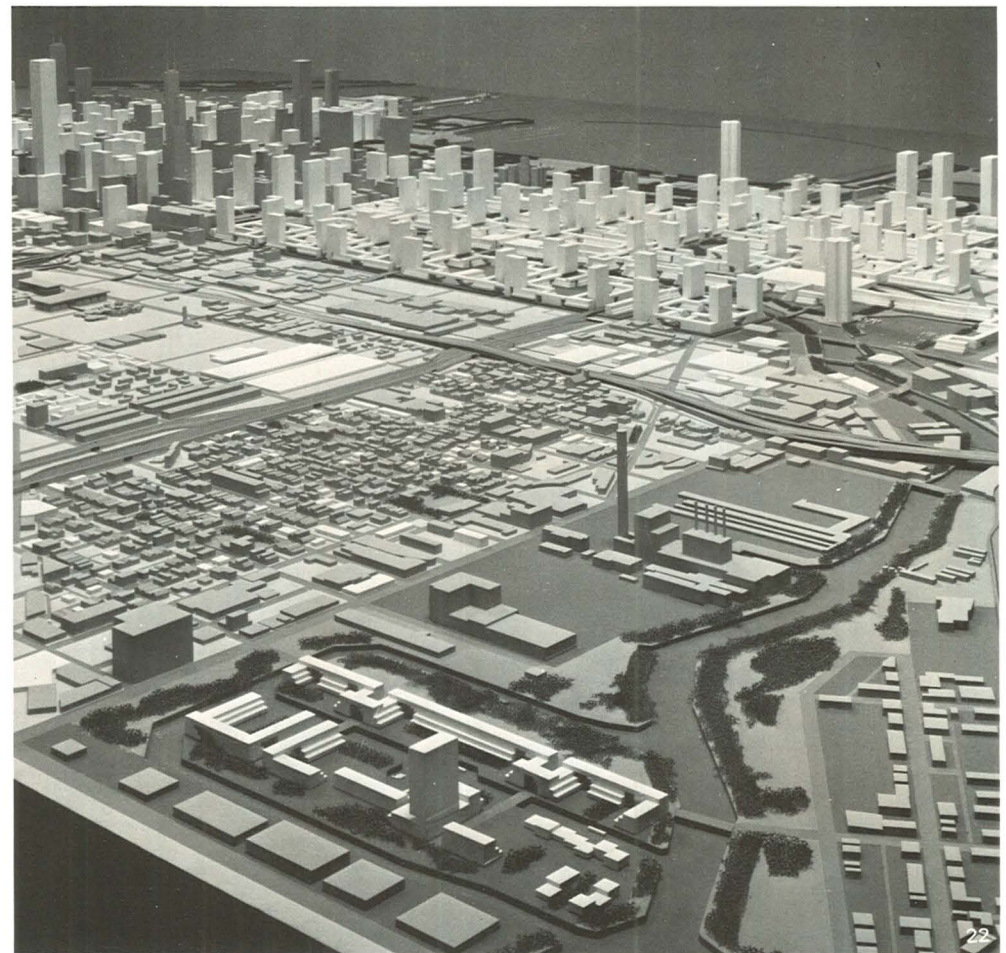


Pilsen

Pilsen is an old Chicago community which has undergone a population change from a Bohemian center to a neighborhood composed predominantly of Spanish Americans. Pilsen has a number of different problems: deteriorating buildings and environments, truck traffic and air pollution from nearby industries, and incomplete or inadequate programs and facilities for public services and education.

In spite of these problems, Pilsen shows evidence of strength and improvement. The proposed Plan for this community emphasizes continued renewal of the existing residential environment through rehabilitation and infill housing. It also recognizes the need for substantial rehabilitation in the blighted and decaying eastern portions of the community.

Community facilities—schools and other public buildings—should be rehabilitated and expanded where appropriate. Improvements to the physical environment can be made by closing streets and alleys to create parks and neighborhood recreation space, by planting street trees, and by upgrading existing parks and schoolyards.



Communities South

A sizeable new neighborhood can be constructed on a seventy acre site near the Chicago River south of Cermak Road. This water-oriented development, which could accommodate as many as 8,000 new residents, should be closely tied to Pilsen.

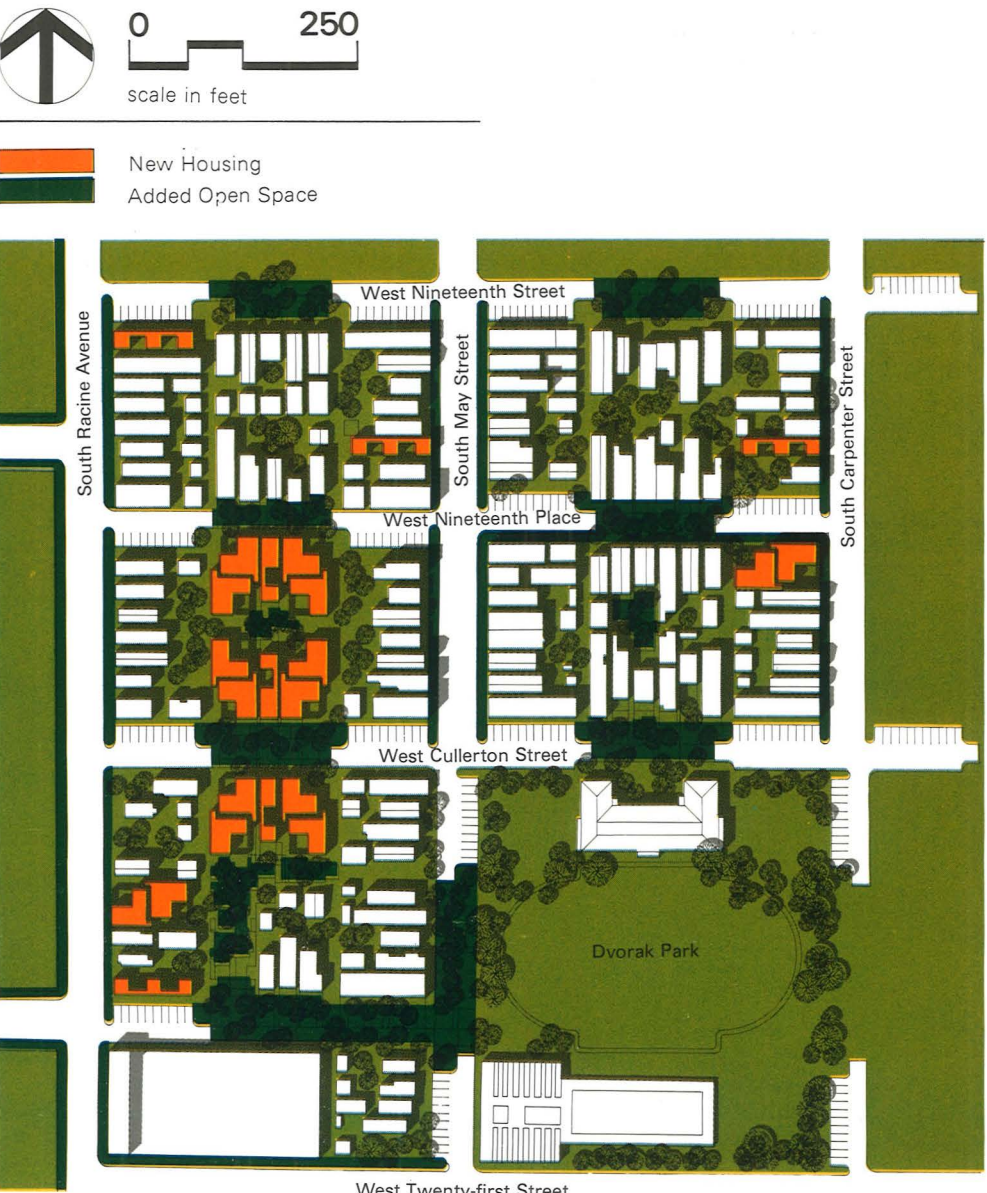
In Pilsen, major emphasis should be placed on upgrading social services for the community. Of particular importance should be the development of a total educational program, including English language and urban living instruction. To support this program and related efforts, the areas designated for industrial uses should be developed to increase job opportunities for the residents of the area.

Emphasis in an industrial program for the Pilsen Community should be placed on minimizing land-use conflicts between residential and industrial uses. Other aspects of such a program could include provision of adequate off-street parking, improvement of street surfaces, separation of auto and truck traffic, reduction of air pollution, and elimination of incompatible uses which hinder industrial activities.

Figure 23
Pilsen Plan



Figure 24
Infill Housing, Pilsen



I.C.G. South Air Rights

I.C.G. South Air Rights is a proposed community development on 172 acres of Illinois Central Gulf Railroad right-of-way between 12th and 31st Streets. Although it will be comprised of a mixture of uses, this development will be predominantly residential. Development of the entire site must take place in consideration of its Lakefront location.

Only residential development and open space related to the Lakefront should be permitted along the eastern edge; the remaining open space, building orientation and other design variables should reinforce connections among the Lakefront, I.C.G. South Air Rights, and the South Loop New Town.

Stations of the Distributor Subway are proposed in the vicinity of 12th, 16th, and 23rd Streets. Development should be concentrated at these points to maximize transit station accessibility. Elsewhere on the site lower density development should occur.

Chinatown

Chinatown is a unique and special enclave isolated from the rest of the City by such physical features as surrounding railyards and expressways. It remains the cultural, business and entertainment heart of the City for the majority of Chinese-Americans.

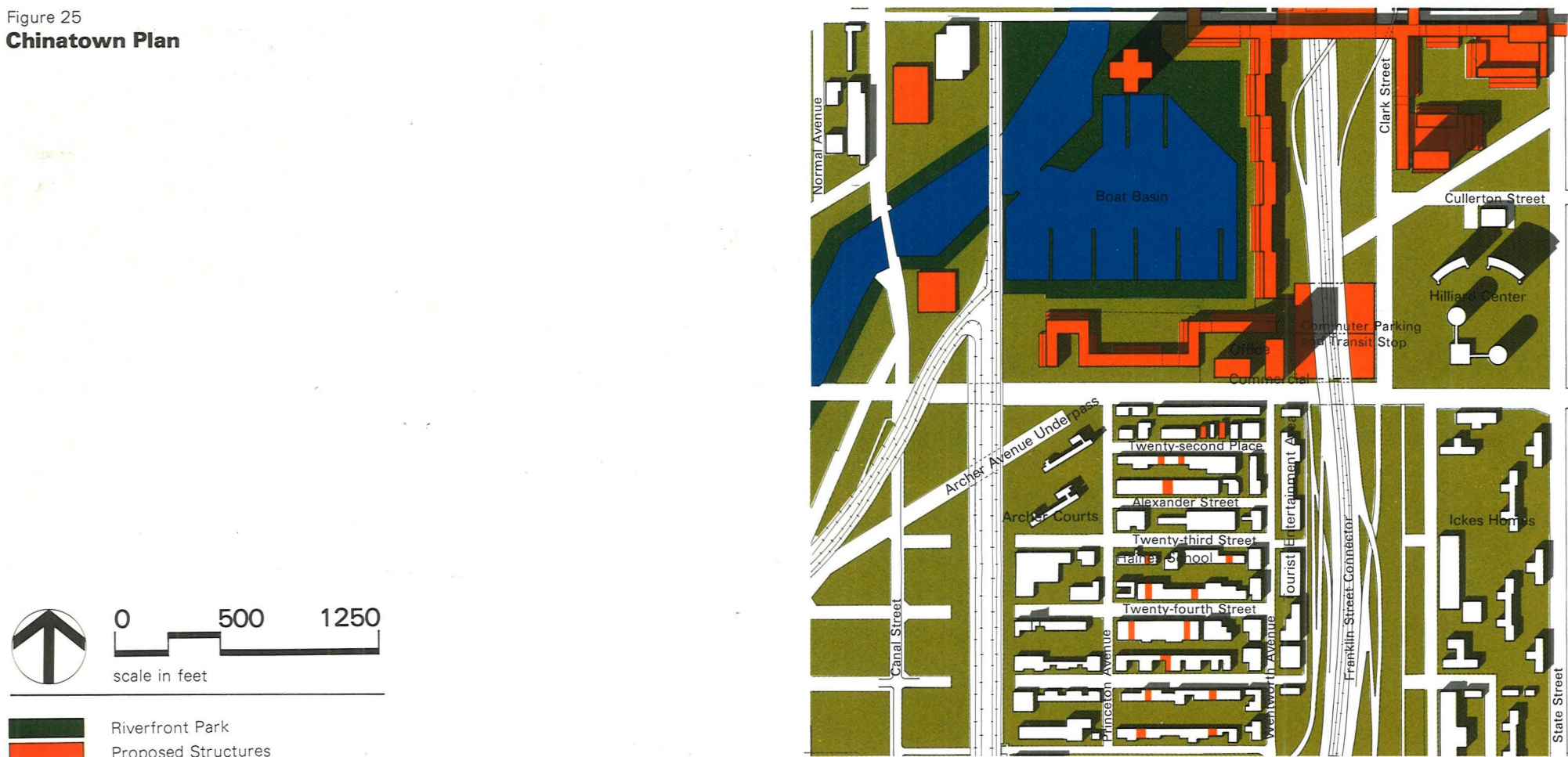
Expansion of Chinatown should occur north across Cermak Road, be primarily residential in character and be oriented toward the Chicago River. A new boat basin could also be created to provide water-oriented recreation for residents and non-residents alike.

A major parking garage served by the Franklin Street Connector is proposed for this expansion area. It would accommodate commuters bound for the Central Business

District and visitors and tourists to Chinatown.

To preserve the existing character of Chinatown proper, selected streets should be closed to traffic and appropriately reused. In addition, new infill housing is proposed both for the existing neighborhood and the southern boundary of the area.

Figure 25
Chinatown Plan



Communities South

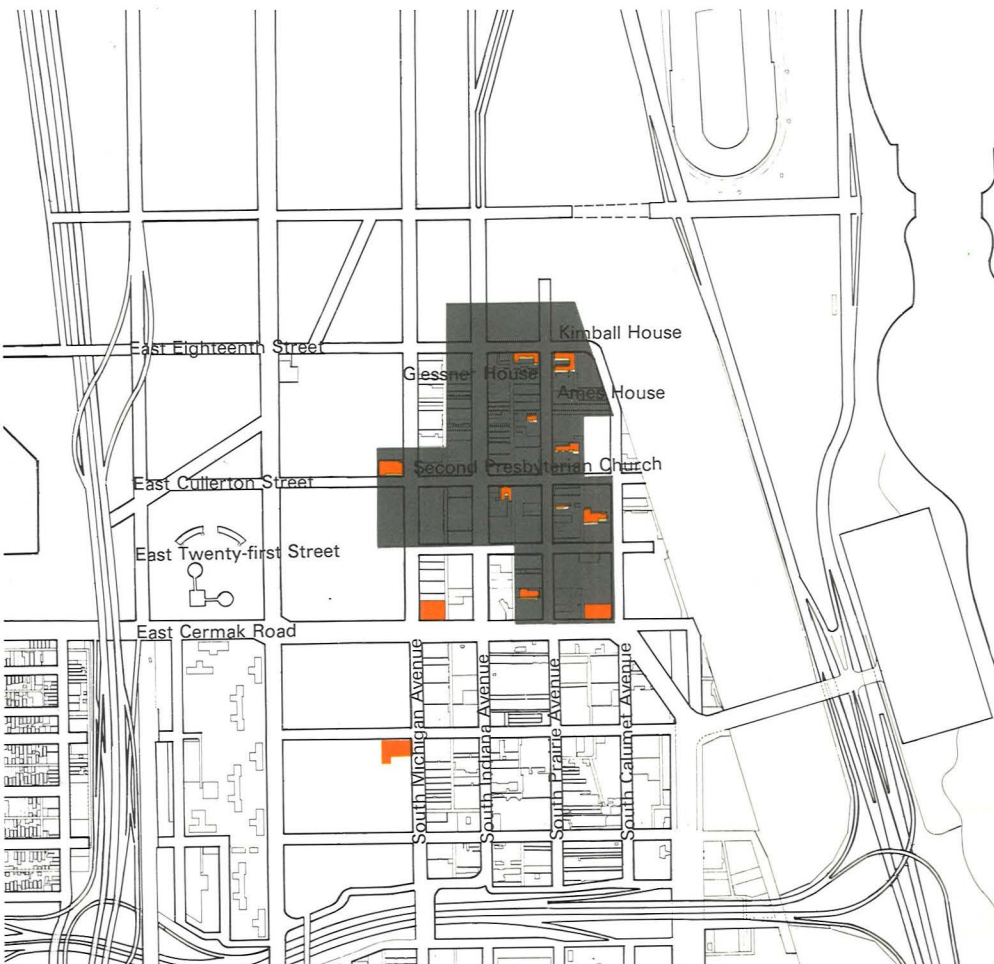
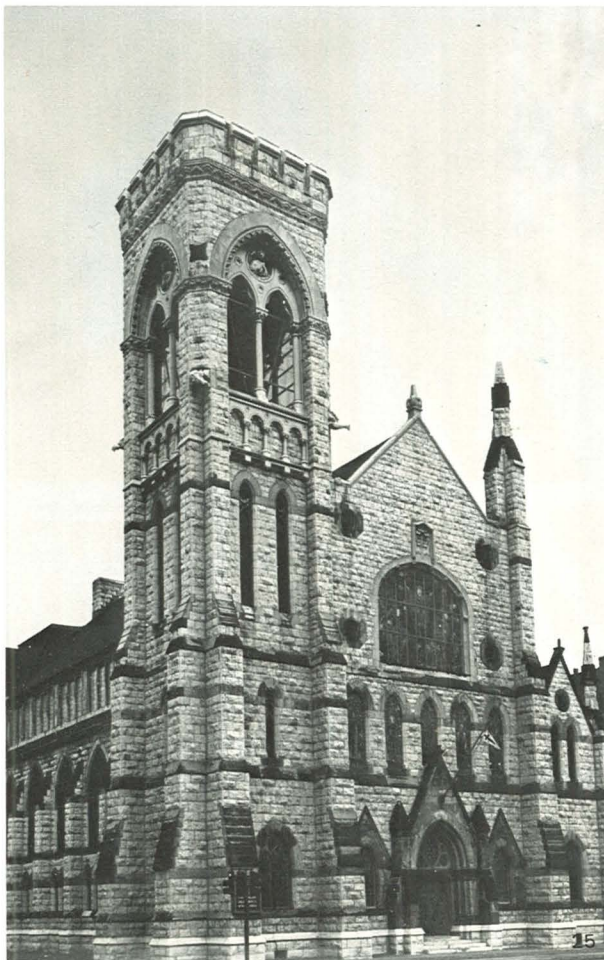
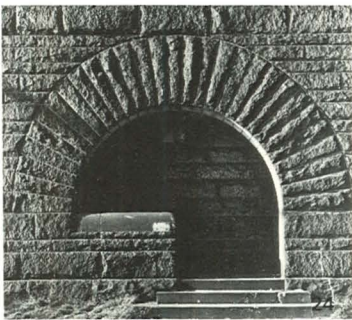
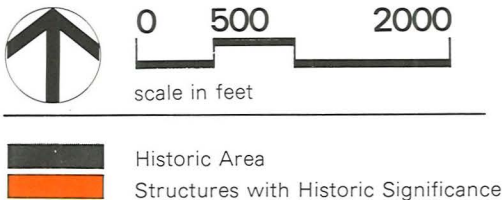
Prairie Avenue Historic Area
Prairie Avenue near 18th Street is an historic part of the City for several reasons: it was the site of the Fort Dearborn Massacre, and around the turn of the century, the home of some of the City's most illustrious families. Marshall Field, George Pullman, Philip Armour, J. J. Glessner and others built mansions near there between 1873 and 1900.

All that remains of that rather extensive neighborhood are four major residences, including the Glessner House, several minor homes and the Second Presbyterian Church.

To preserve them, this Plan proposes that the four block "Prairie Avenue Historical Area," be restored as an architectural museum in an historical or commemorative park.



Figure 26
Prairie Avenue Historic Area



- 23. Kimball House
- 24. Glessner House
- 25. Second Presbyterian Church

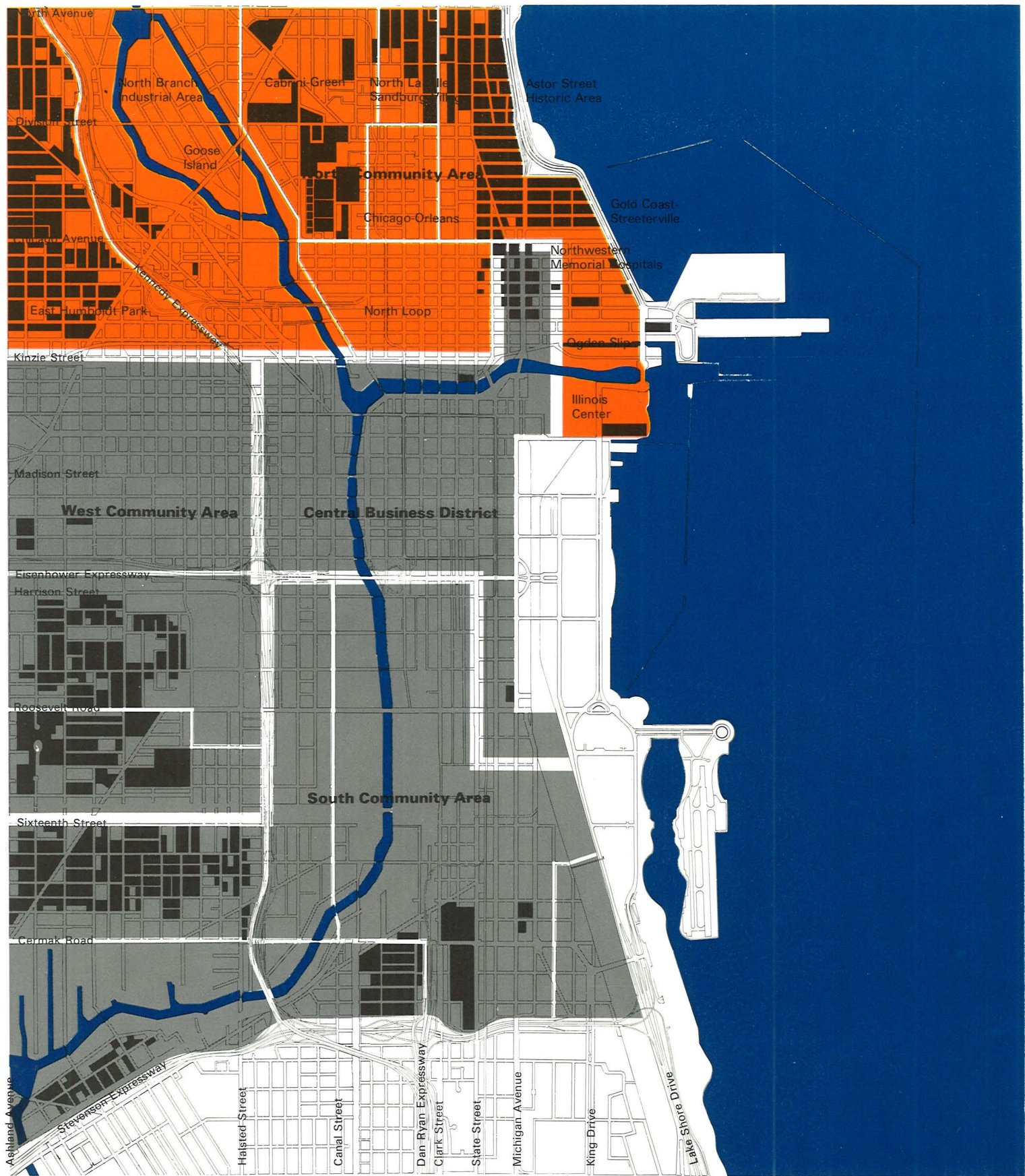


Communities North



- 27. Cabrini Homes
- 28. North Wells Street
- 29. Rush Street
- 30. Northwestern University
- 31. Oak Street Beach

Figure 27
North Community Area



0 1000 5000
scale in feet



Residential Blocks to Remain

North Community Area

The North Community Area, in contrast to the South, has extensive infrastructure and building development. Within that framework have developed some of the best and some of the worst conditions in the Central Communities.

Streeterville and the Gold Coast, with dynamic office and residential development, exert a strong positive influence. North Michigan Avenue extends quality shopping, hotels and offices into the community; the North Branch Industrial Area offers both a major source of employment and a strong tax base.

At the opposite extreme of this spectrum is the Cabrini-Green public housing project and surrounding residential area. Physical, economic and social problems pervade here, contributing to a high crime rate, instability and other chaotic conditions.

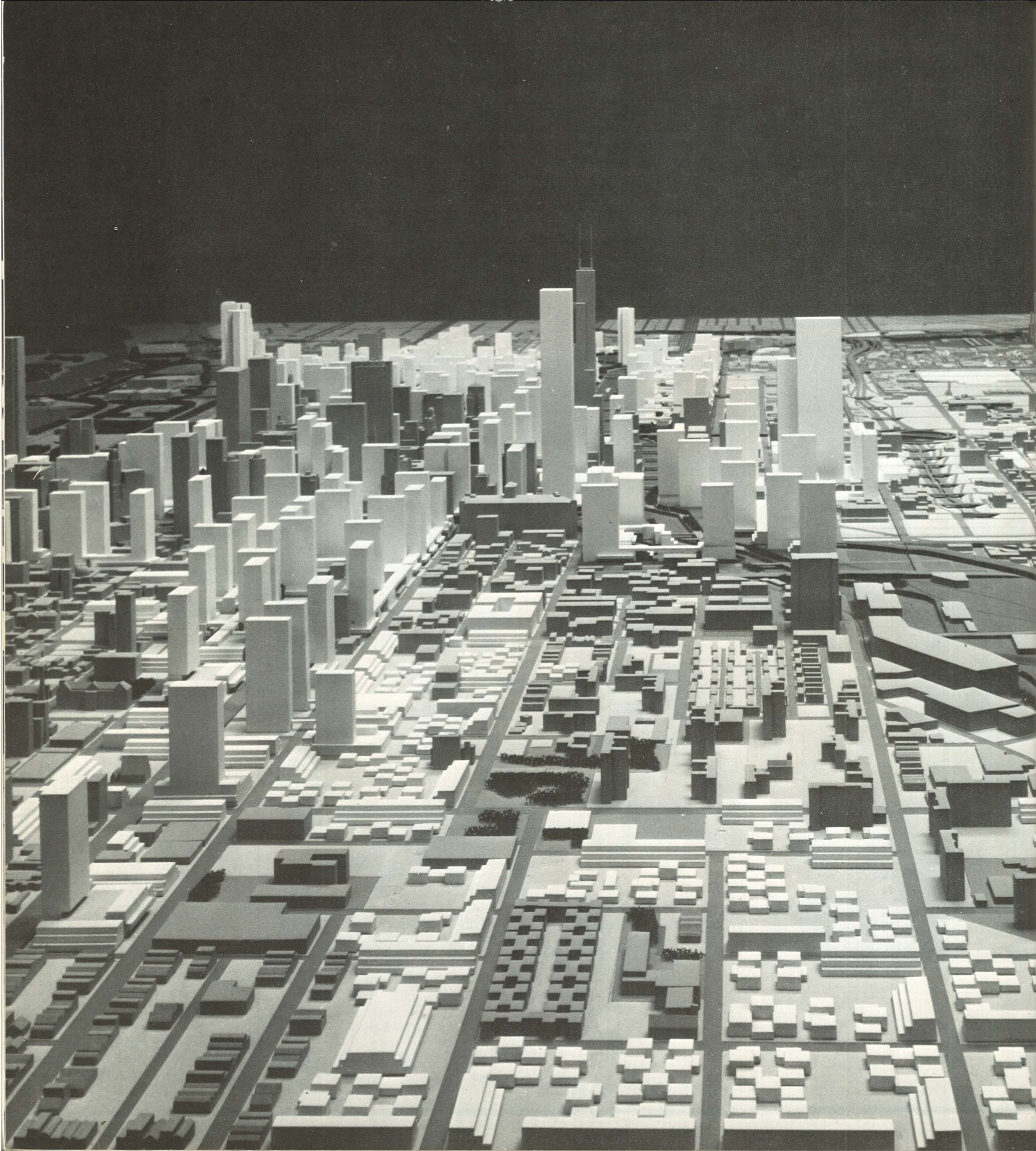
Two areas offer new growth potential that could not only unify the North Community Area but provide it with a new sense of focus. These areas lie in bands which run between Ohio Street and Chicago Avenue, from the Chicago River to LaSalle Street; and between Orleans and LaSalle Streets from Chicago Avenue to North Avenue.

Three goals should be pursued simultaneously:

Strengthening the Cabrini-Green area by attacking directly its root social and economic problems. At the same time, rehabilitation and redevelopment of areas centering on Chicago Avenue and LaSalle Street should be completed.

Generating a new community structure based on a system of new residential neighborhoods east and north of Cabrini-Green. These new neighborhoods, for moderate to middle income families will enable greater opportunity for housing choice.

Reinforcing positive residential areas and supporting employment and shopping facilities by providing a general development framework in which they can prosper and expand.

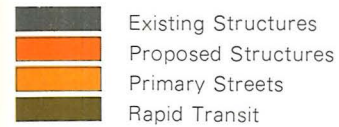
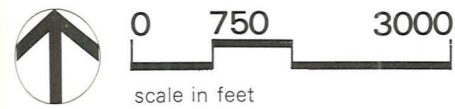


Communities North

Plan Summary

Figure 28

North Community Plan



Gold Coast-Streeterville
Strengthen the area through transportation improvements, and expansion of open space. Coordinate the expanding Northwestern Memorial Hospital center with appropriate adjacent development.

Ogden Slip
Establish a planning framework which provides for a predominantly residential development of this large area and relates it to the River, the Lakefront, and the transportation system.

Cabrini-Green
Foster a new sense of community through a broad range of improved social and public services paired with self-help and new home ownership programs.

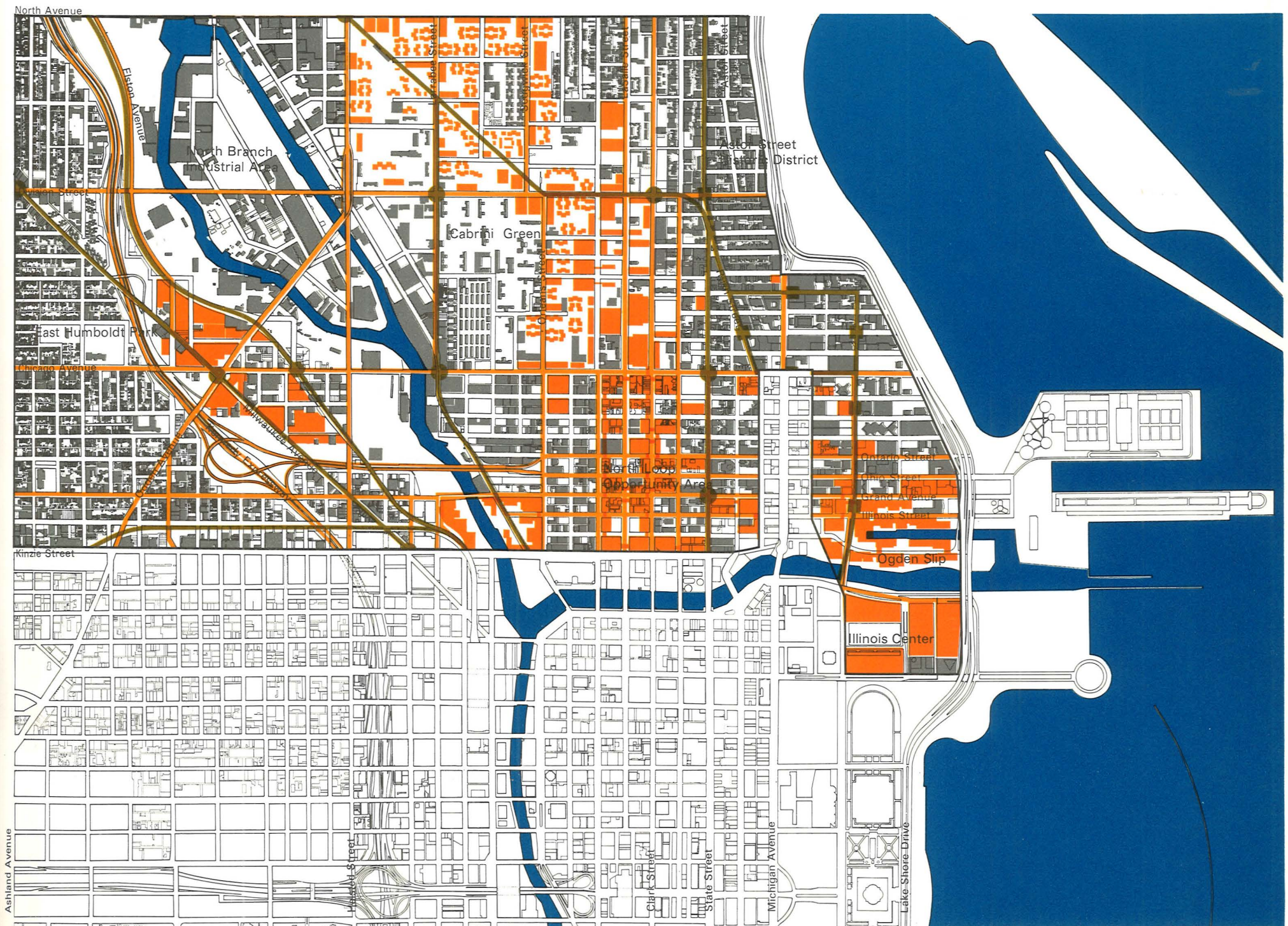
Chicago-Orleans
Develop new residential neighborhoods in the Chicago-Orleans and Evergreen-Sedgwick areas. Replace existing elevated tracks with a new subway and other related development.

North Branch Industrial Area
Strengthen and improve this concentration of industry.

Astor Street Historic Area
Preserve this historic area as an important example of a fine turn-of-the-century residential neighborhood.

North Loop Opportunity Area
Accommodate development supporting intensified Central Business District activity.

East Humboldt Park
Provide the framework for revitalization of this neighborhood.



Community Area Systems

Existing Communities
There are existing parts of the North Community Area which should be preserved and utilized as the basis for future development. They are concentrated in the east, south and west portions of the area.

Future Communities
Substantial new residential communities will reinforce the existing mixture of uses. These communities should contain primarily family-oriented housing at moderate development densities.

Figure 29
Existing Development

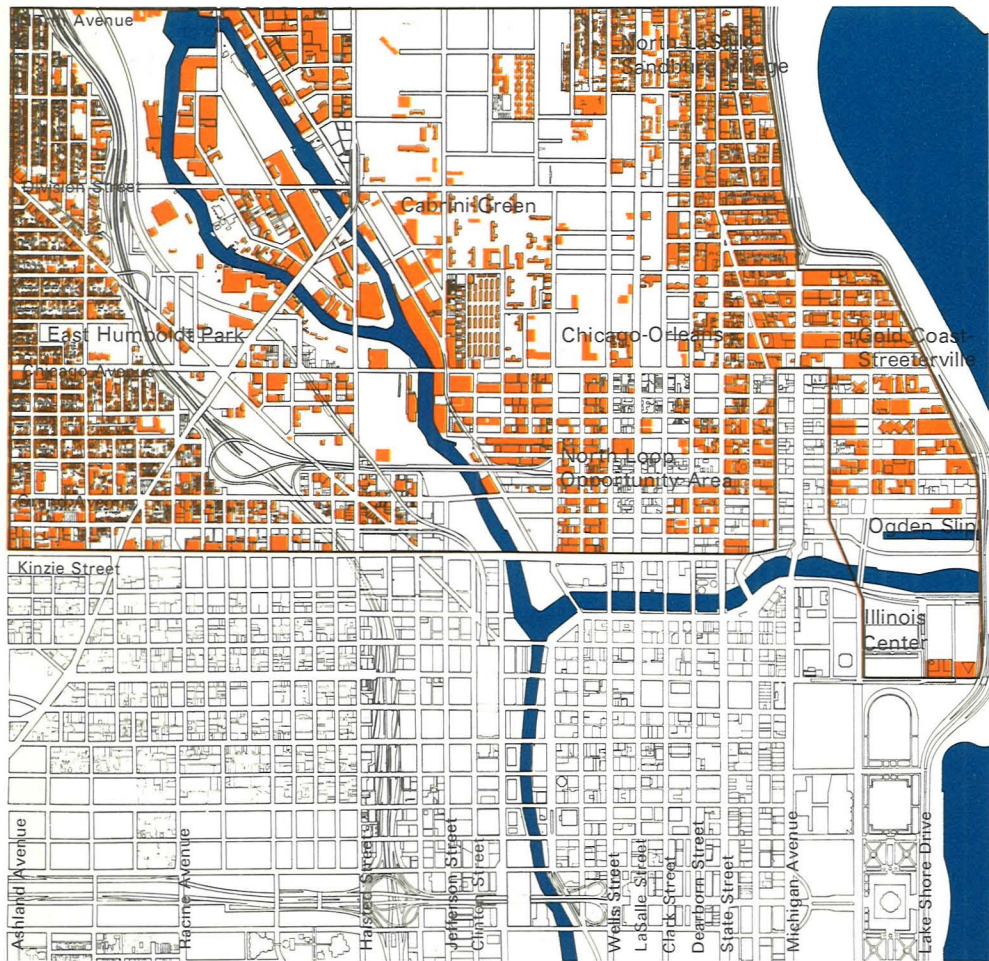
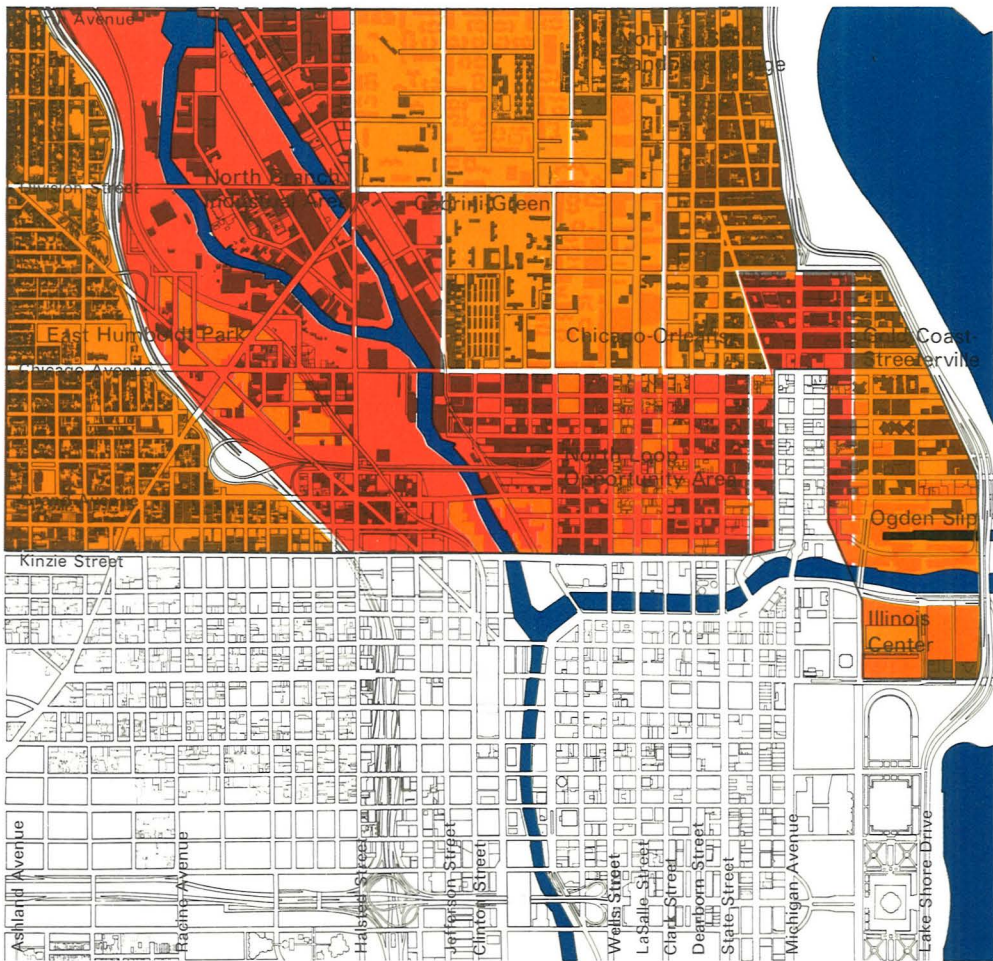
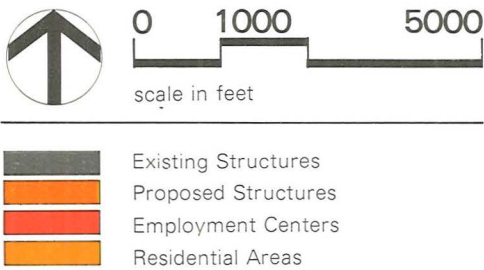


Figure 30
Proposed Development



Communities North

Circulation

This area is extremely well served by a transit and roadway network, which serves to bind the community together. Major transit lines include the Howard Street subway, Evanston/Ravenswood elevated, and the Jefferson Park subway.

Open Space/Public Facilities

The pattern of open space and public facilities should be effectively integrated with the rest of the community. While public parks are planned in the Cabrini-Green area, active open space should also be provided in new residential development.

Figure 31
Circulation

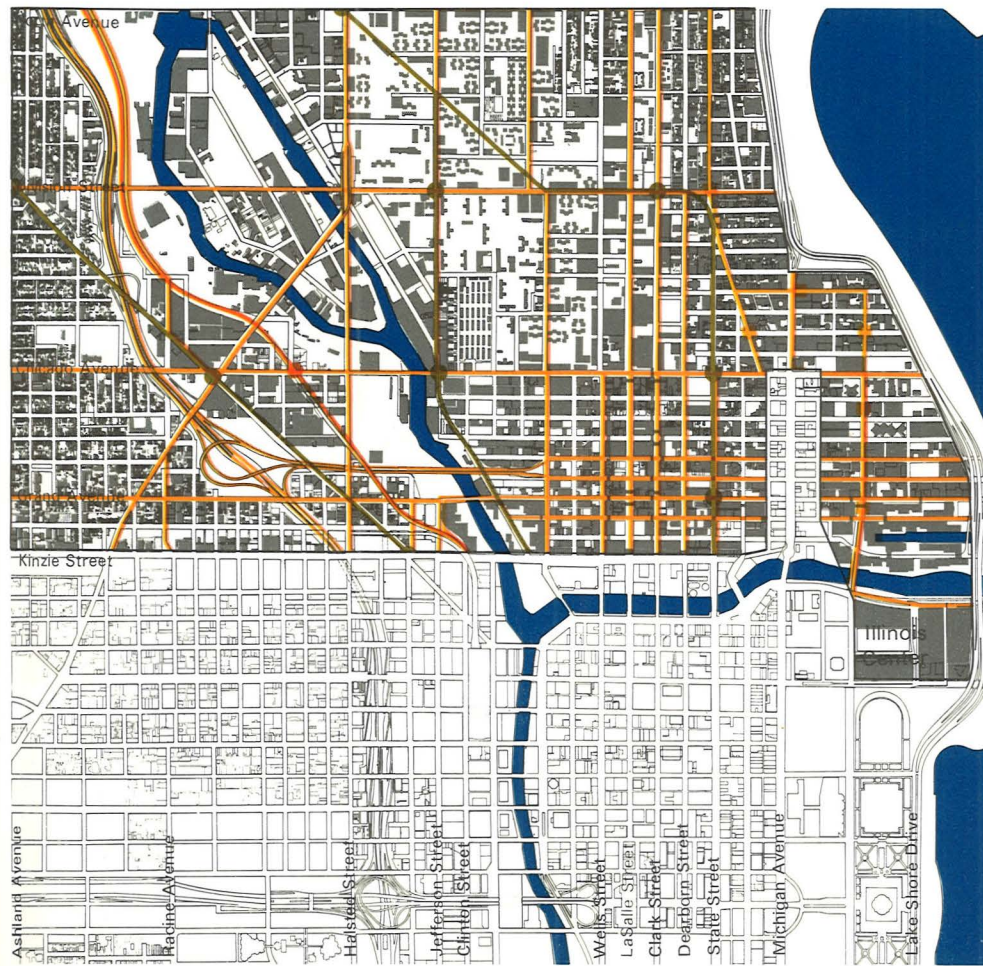
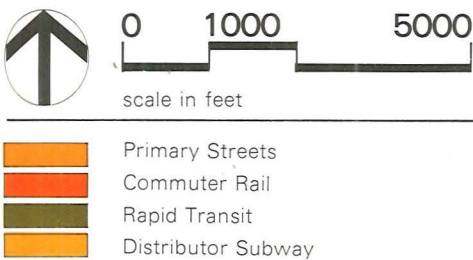
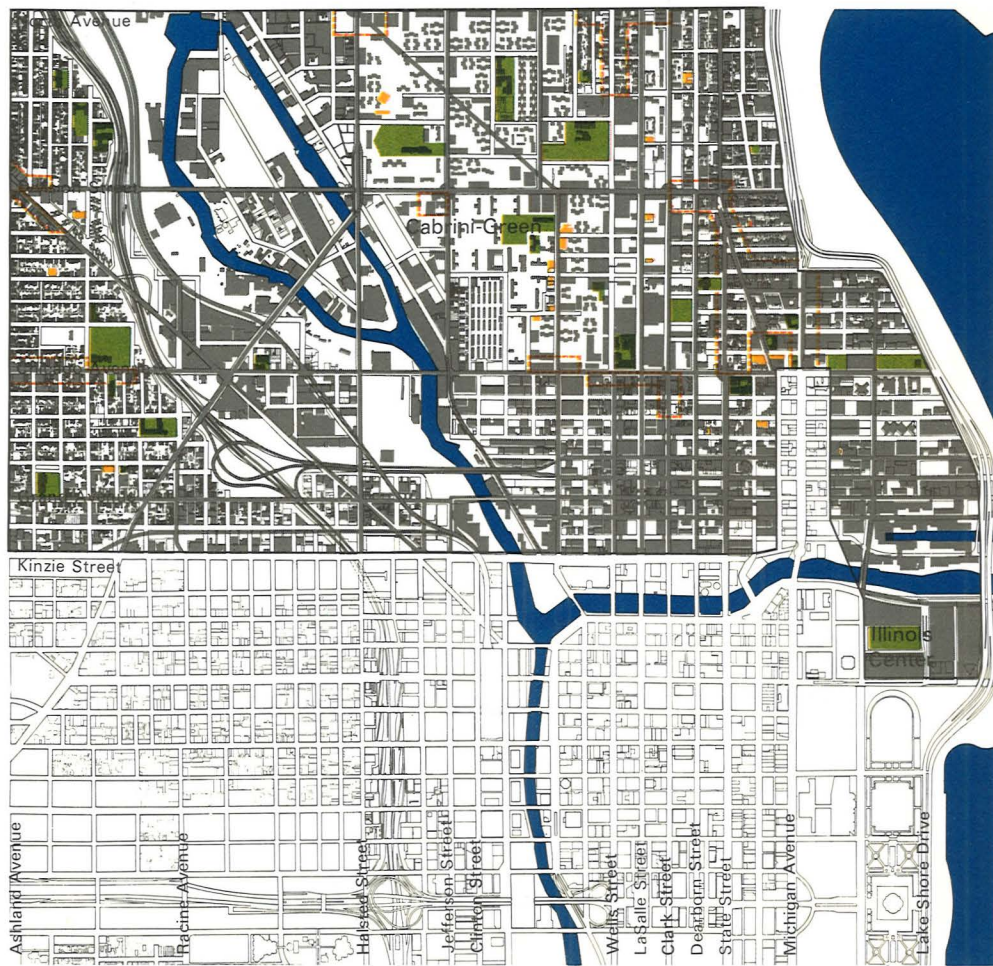
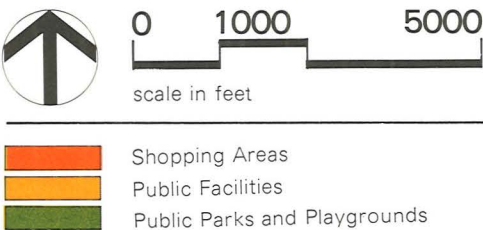


Figure 32
Open Space



Plan Elements

Gold Coast-Streeterville

Better transportation service to this area is essential. Construction of the Distributor Subway is of highest priority, as it will not only provide a substantial increase in access and service, but a decrease in congestion on surface streets.

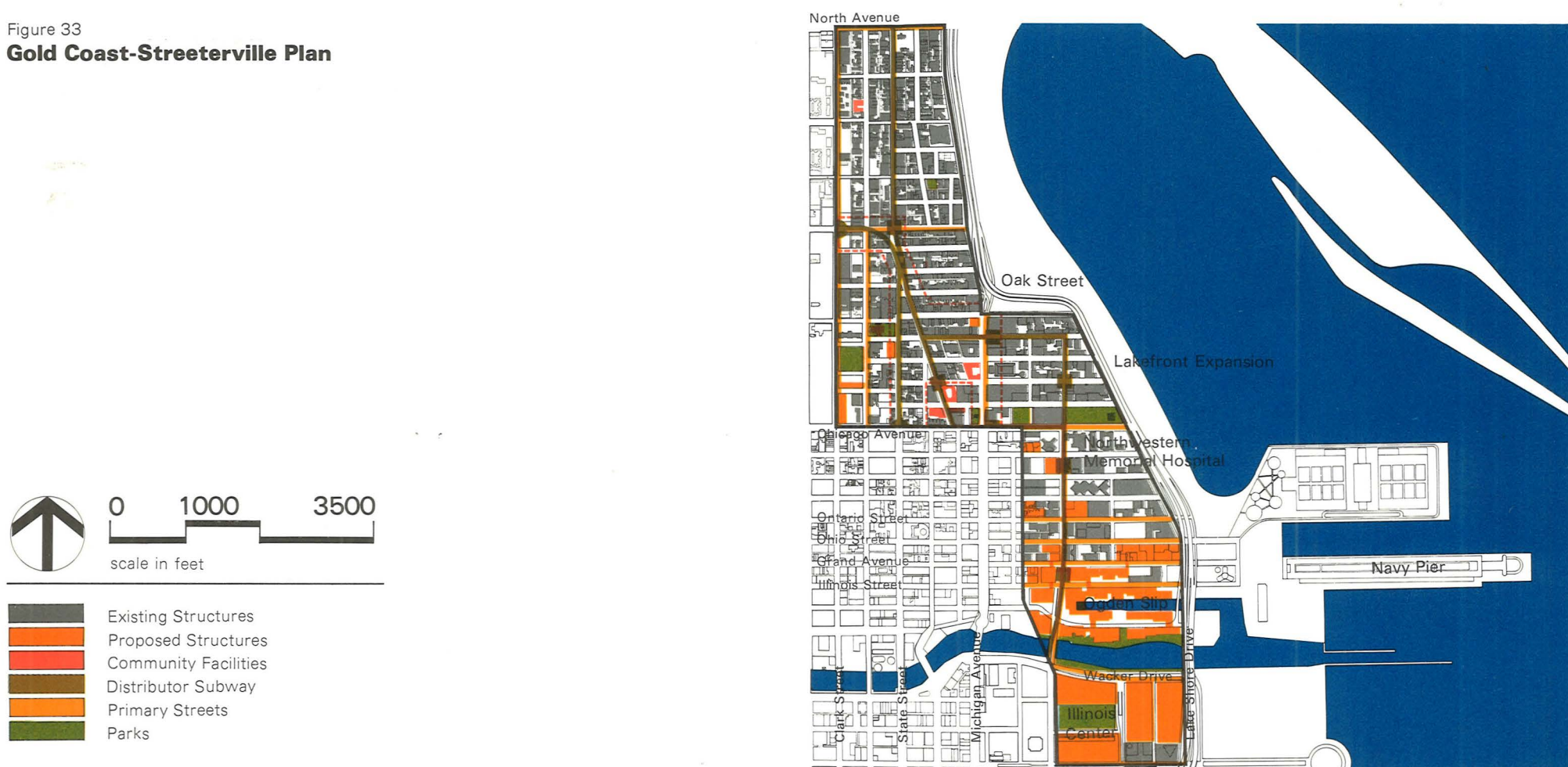
Traffic congestion could be further reduced through the following steps: (a) improving intersections along the Ohio/Ontario one-way pair of streets between Lake Shore Drive and the Kennedy Expressway, and (b) increasing the capacity of Illinois and Grand Streets by making them a one-way pair, synchronizing traffic lights and removing on-street parking.

A significant reduction in the amount of traffic on North Michigan Avenue could be achieved by building the Wacker Drive extension as proposed. This development would complete the inner ring around the CBD.

New development has occurred at a rapid pace in this area. Further development should be encouraged where it can be adequately served by public transportation. Northwestern Memorial Hospital is planning new construction oriented increasingly toward out-patient care. It is especially important that this complex be well integrated with surrounding development, the new Distributor Subway and surface streets to maximize its accessibility.

Expansion of the Lakefront in this area should be coordinated with the improvement of Lake Shore Drive. Subsequently, new landscaping and recreation facilities should be provided and Navy Pier converted to recreational use.

Figure 33
Gold Coast-Streeterville Plan



Communities North

Ogden Slip

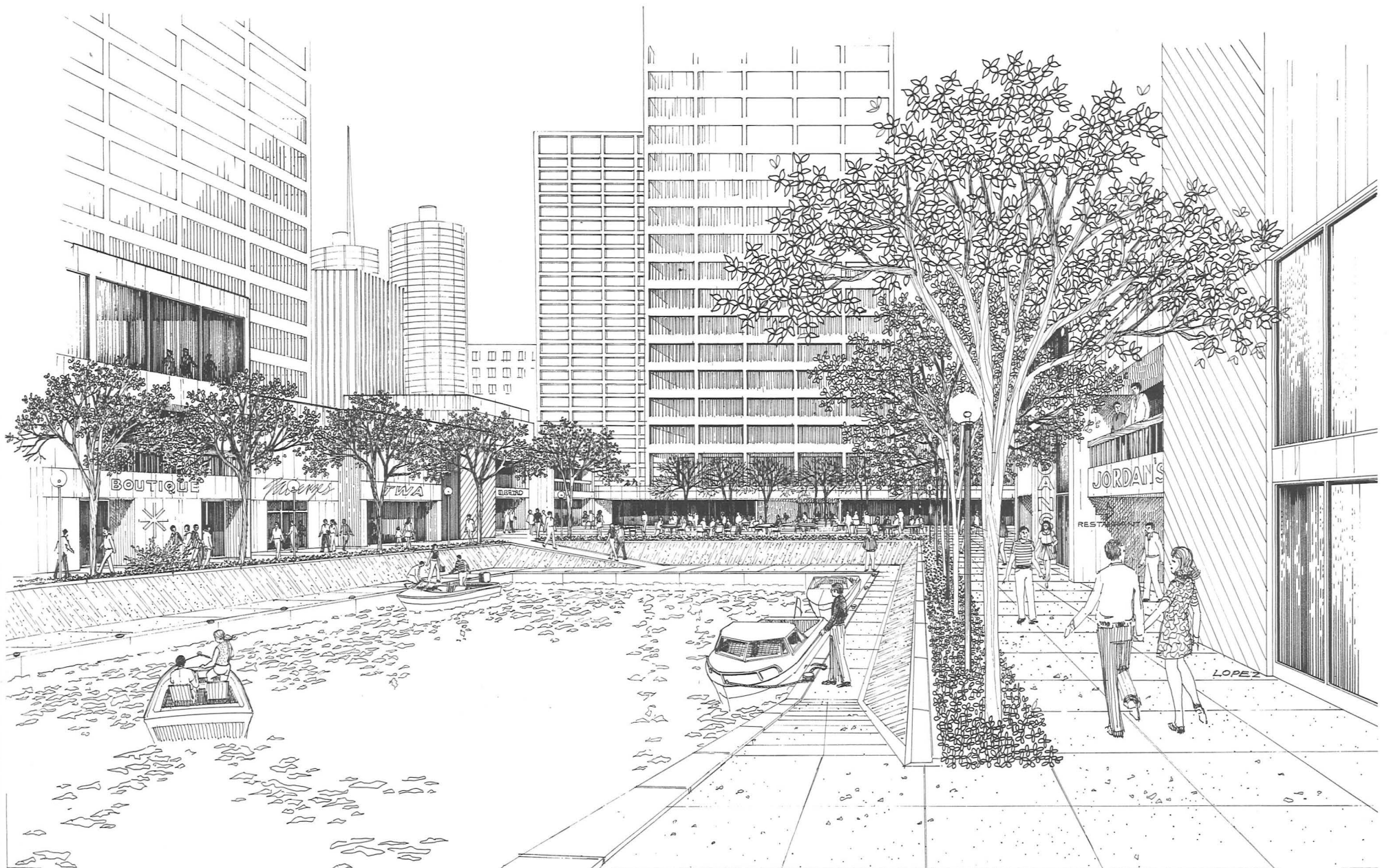
Owing to its considerable size, strategic location and complex set of amenities, Ogden Slip offers tremendous development potential. To capitalize on the opportunities represented by this potential, development must be regulated through detailed planning guidelines covering the entire area and integrating phased development.

The area between Grand Avenue and the Chicago River east of St. Clair Avenue is presently used for warehousing and industry and is subject to redevelopment in the future. Residential uses should predominate along the Chicago River and adjacent to Lake Shore Drive. Ogden Slip itself provides a unique opportunity for establishing a water-oriented focus.

Circulation within and around the development should be compatible with the function of the major routes adjacent to it—Lake Shore Drive, Columbus Drive and the Illinois/Grand one-way pair. The North bank of the Chicago River should be developed as an esplanade complementing south bank development in conjunction with Illinois Center.

Figure 34

Ogden Slip Development



Chicago-Orleans

To expand the opportunities for housing choice in the North Communities area, new neighborhoods for moderate and middle income families are needed. The Chicago-Orleans and Evergreen-Sedgwick urban renewal projects can provide the initial source of land for private development. To the maximum extent possible, development parcels should be large enough to permit substantial portions of neighborhoods to be built as single entities.

Open space and recreation activities should be expanded at both neighborhood and community levels, primarily near new schools and housing.

Major auto traffic flows should be diverted from internal streets to neighborhood boundary streets. Provision of additional off-street parking should also help reduce congestion.

A new subway to replace the existing elevated tracks is proposed along an Orleans/Clybourn alignment. This Plan recommends consideration of a Kingsbury/Larrabee/Clybourn alignment with a new station at Division Street. A convenience shopping center and other facilities could then be developed in conjunction with the station as a new community focus.

Additional bus lines or re-routing of existing lines should provide mass transit along neighborhood boundary streets. Chicago Avenue, with several transit stations, a proposed commuter railroad station, the new MARCOR headquarters building and Northwestern Memorial Hospital, has the potential of becoming a major east-west corridor. LaSalle Street as the nucleus of substantial new development has a similar potential in the north-south direction.

Figure 35
Chicago-Orleans Plan

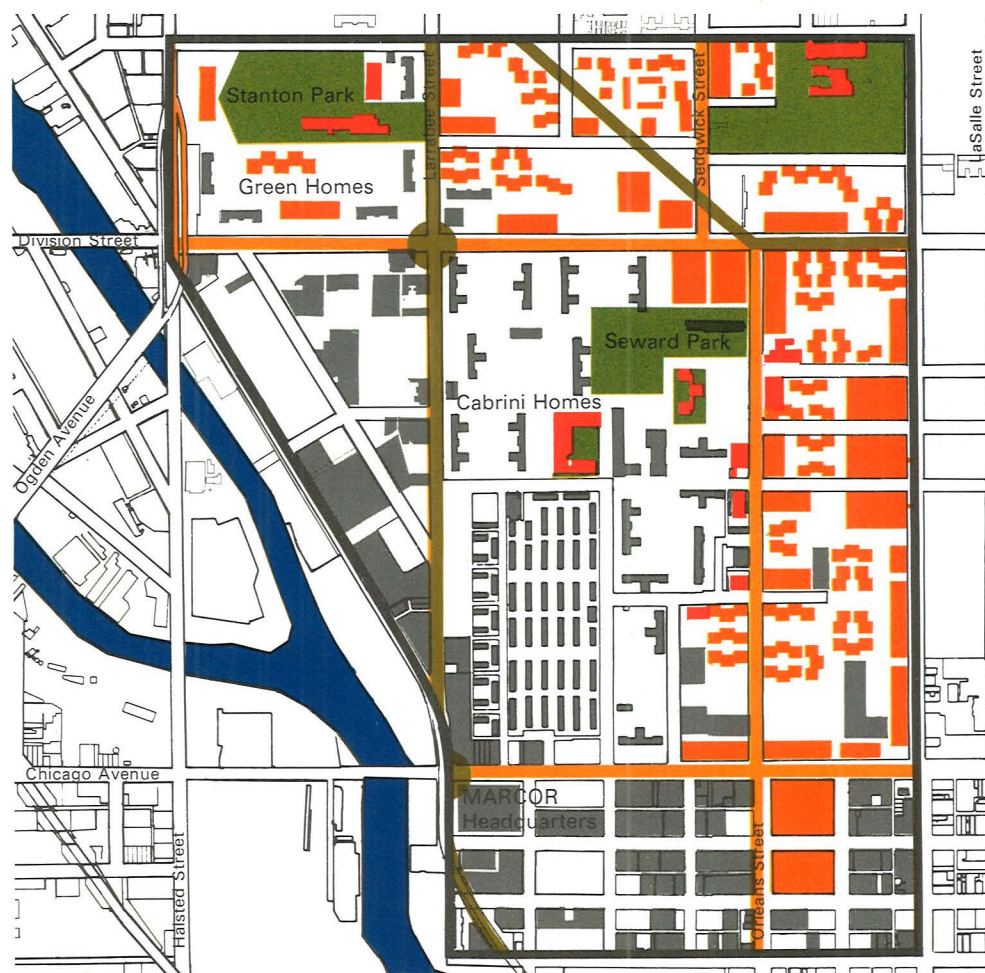
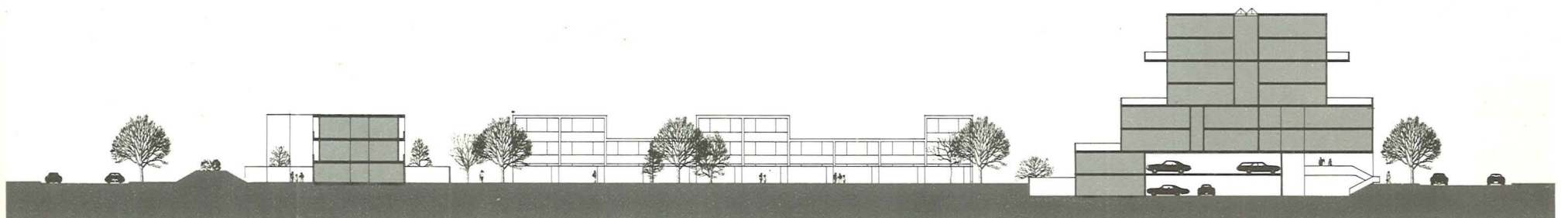


Figure 36
Typical Block, Interior View
Chicago Orleans



Figure 37
Typical Block, Section

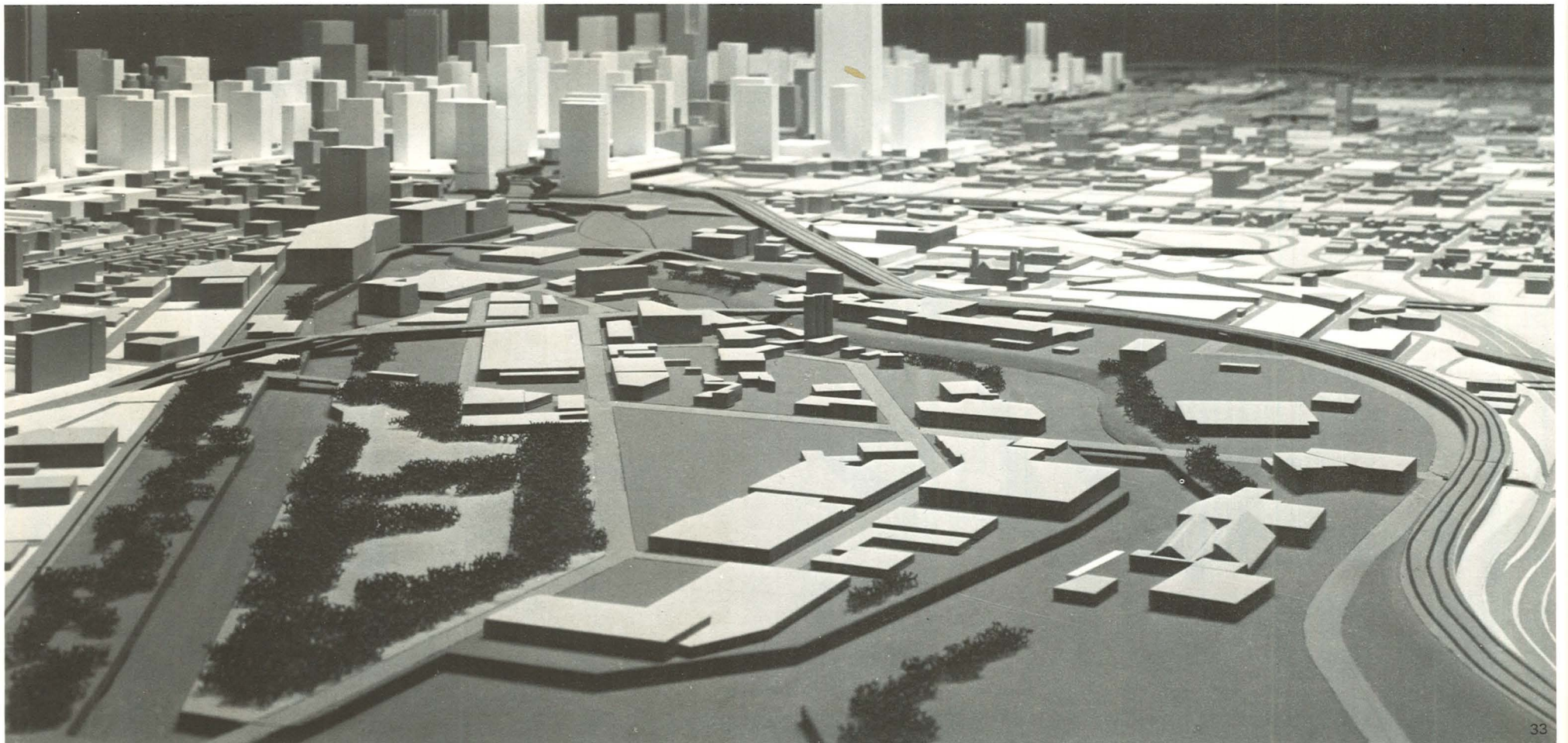


North Branch Industrial Area

The North Branch Industrial area, focused on Goose Island, is still an appropriate place for industrial activity. The employment of 25,000 to 30,000 people here plays a prominent role in the strength of the North Community. The River once played an important part in attracting industries to the area, but with little bulk material barged today, it no longer serves that function. By and large, the area is now comprised of industries relying on truck and/or rail service.

As long as the industries in the North Branch Area continue to be viable, they should be encouraged to remain. Organizations representing leading industries in the area should be mobilized to solve common problems such as off-street parking, better security, janitorial service, food service and aggregation of land for expansion.

As existing industries, for various reasons, find it necessary to move, some of the land they currently occupy should be made available for new development compatible with the River Zone.



Communities North

Cabrini-Green

The Cabrini-Green public housing area and the neighborhood surrounding it are important factors in the future of the North Community. Like public housing everywhere, it is beset by problems with physical, social and economic dimensions. Some programs have been implemented with partial success; other measures remain to be employed. Some recommendations of this Plan have immediate application; others must be implemented over time. But whatever format it finally takes, the approach to solving problems in this area should serve as a pilot program for public housing throughout the City.

The safety of residents is perceived today as a leading problem affecting public housing. A combination of social programs attempted to redress this condition, but their impact to date has been limited. A demonstration program was recently approved which complements those largely social efforts. It introduces procedures for securing the ground

floors and lobbies of high-rise buildings, for remodeling buildings to include more community-oriented space and for restructuring open areas for better identity and security. Increased personal safety will permit solutions to other major problems.

To help meet the large recreation needs of Cabrini-Green, Stanton Park has been expanded and playgrounds provided as a part of Sojourner Truth School. A large park proposed as a part of the Chicago-Orleans renewal project will also greatly benefit the area.

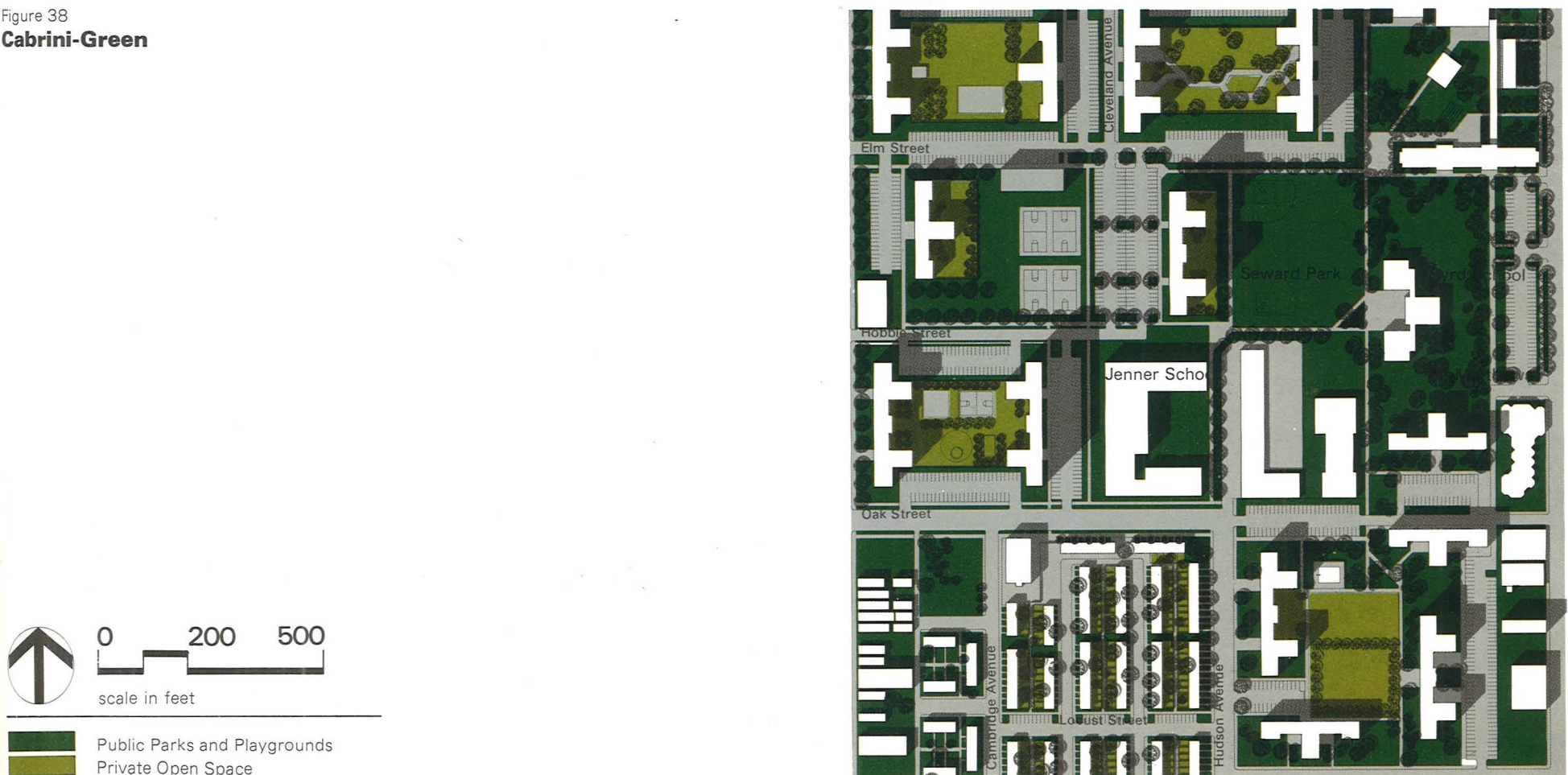
To reduce the high level of unemployment and to increase per capita income, job placement and training programs should be promoted by hospitals, commerce and industries in adjoining neighborhoods. Good public transportation should connect residential areas and job sites directly and should be provided by special arrangements with the CTA if necessary.

To improve other conditions in Cabrini-Green, community service programs such as those dealing with health and education should be augmented and intensified. Other programs devoted both to correctional services and basic legal assistance should also be substantially upgraded and expanded.

The greatest opportunity to begin a significant turnabout in the condition of the area rests with the establishment of community identity, pride, and participation. Residents should become more directly involved in the operation and administration of their community, even to the extent of owning a share of it.

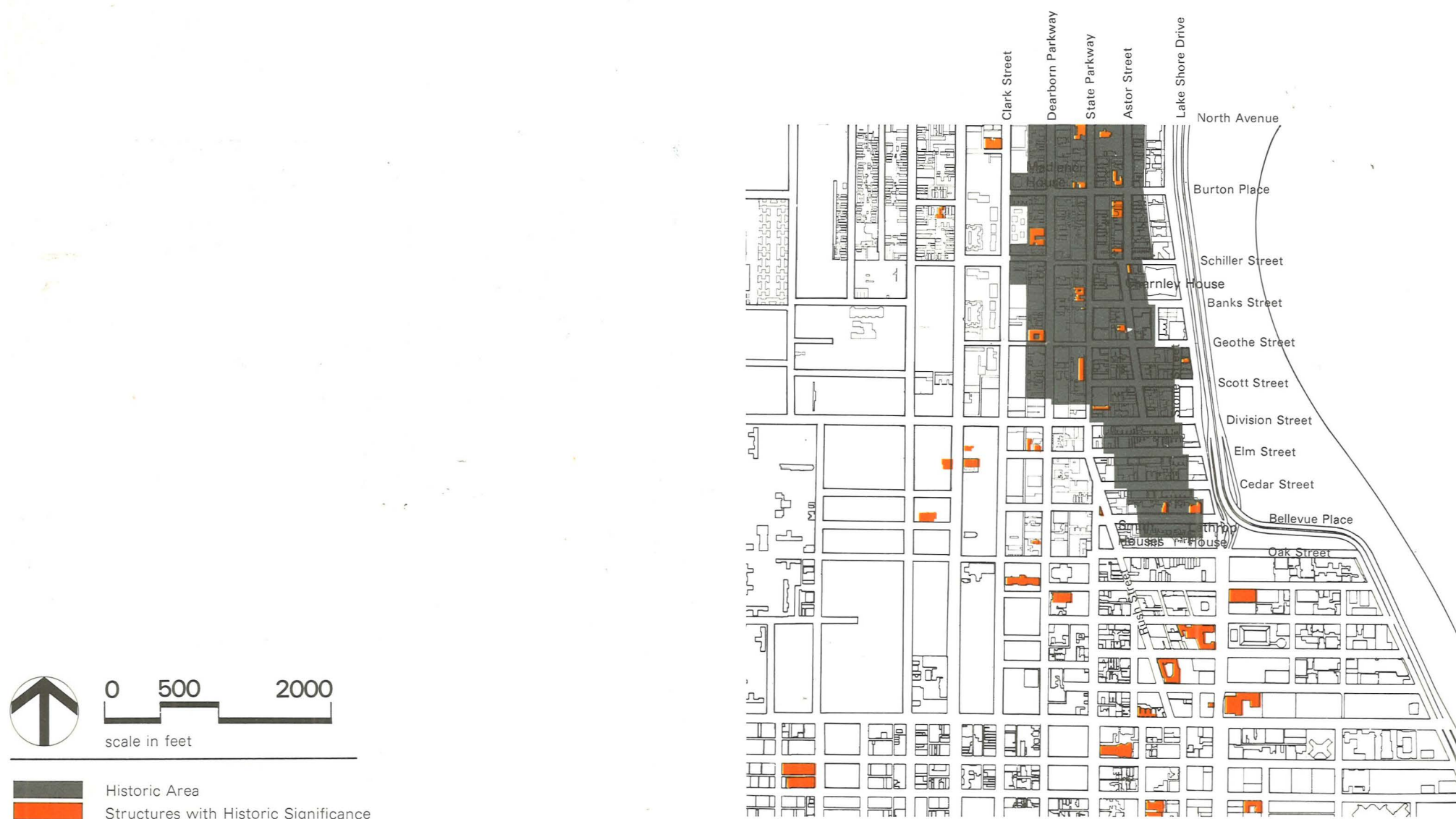
Any ownership program should initially be tried on an experimental and voluntary basis. It now appears the best place to start is with the townhouse units and low-rise apartment buildings. However it proceeds, in no case should it result in displacement of existing residents for financial or other reasons.

Figure 38
Cabrini-Green



Astor Street Historic Area
 In the vicinity of Astor Street and Bellevue Place are numerous houses dating from the turn of the century. This neighborhood retains unique personality, charm, and human scale in the general scene of Gold Coast high-rise development. A portion of this area is being considered for designation as an historic district. Under such designation new development would be subject to review and architecturally significant buildings protected.

Figure 39
Astor Street Historic Area



Communities North

North Loop Opportunity Area

The area between Kinzie Street and Chicago Avenue west of Wabash Avenue is presently filled with a mixture of uses. Some have a direct relation to the Loop in that they provide supporting goods and services; others are marginally related or not related at all. Some uses are outmoded, many structures are dilapidated, and an excessive amount of surface space is given over to parking.

Because of its proximity to the Loop and North Michigan Avenue, the area will be subject to redevelopment, which should be permitted if it is properly related to parking, transit and support services. Development along LaSalle Street should be predominantly residential and related uses.

East Humboldt Park

The population composition of this area is changing and with it community needs. Redevelopment programs identified in this Plan endeavor to reflect that change. In so doing they support the efforts of residents and developers to continue the improvement of this area.



35



34

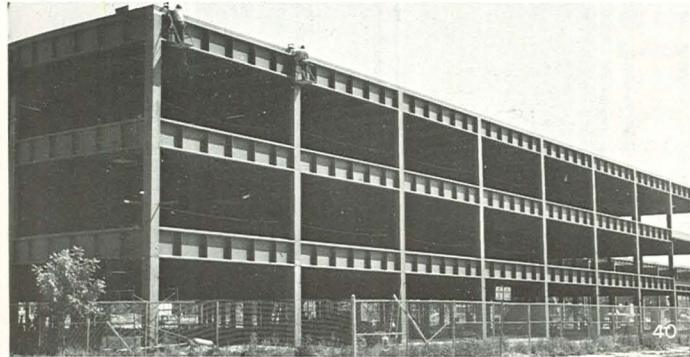


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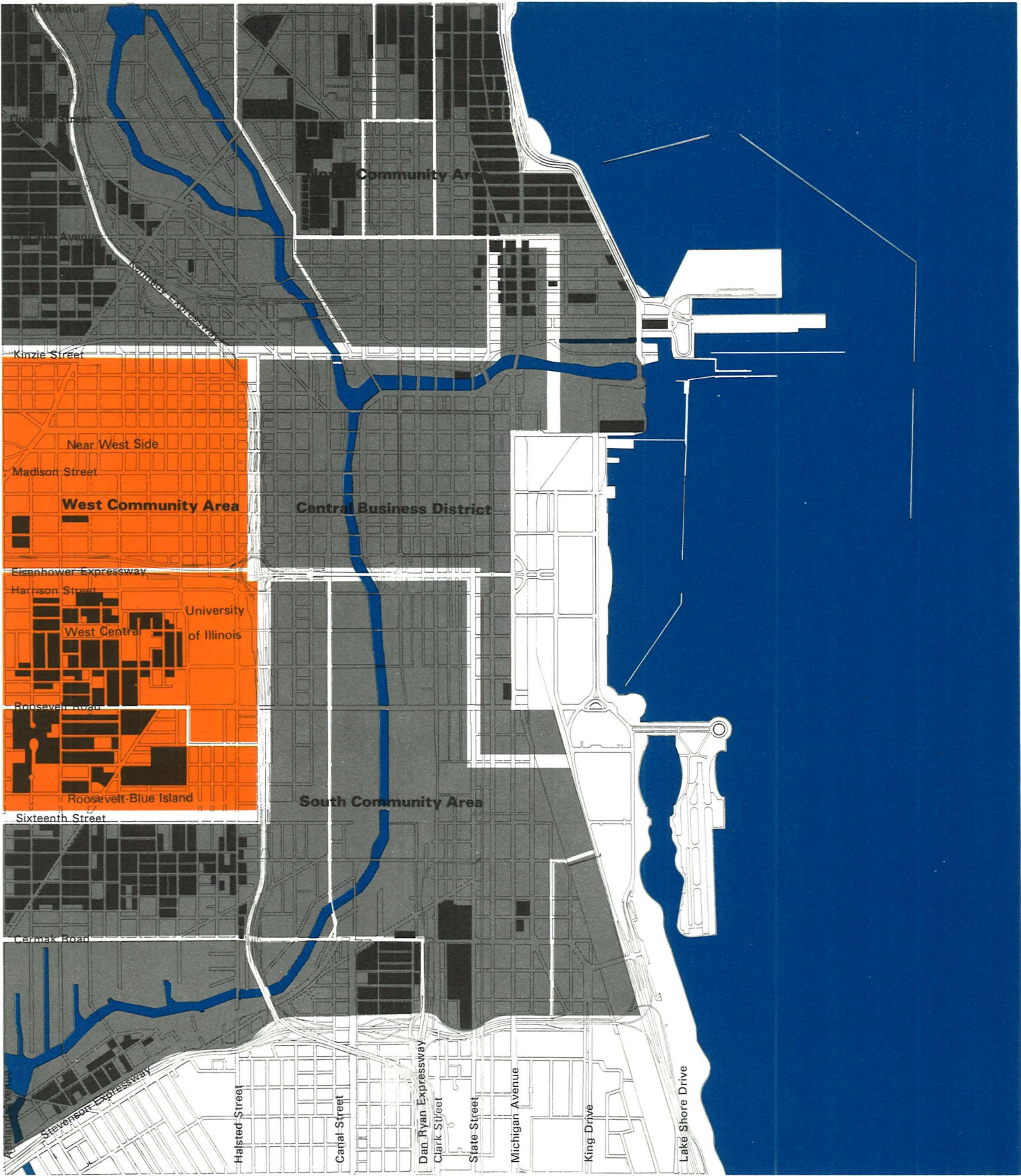
- 34. Russell House
- 35. Astor Street
- 36. Charnley House
- 37. Owsley House





39. Maxwell Street
40. Whitney Young Junior High School
41. South Water Market
42, 43. West Central Community

Figure 40
West Community Area



0 1000 5000
scale in feet



Residential Blocks to Remain

West Community Area

Older, yet viable neighborhoods which are in various stages of revitalization, characterize the West Community Area. Major public investment has resulted in rising property values, new private investment and a stabilized community environment. As a result the area is rapidly becoming an important asset to Chicago.

The Near West Side community has a strong positive influence on the area and is a significant example of a successful urban renewal rehabilitation project. Numerous residential units have been or are in the process of being rehabilitated. Scattered sites within the community have been cleared for the construction of infill housing, while larger sites for higher density residential developments are available at the northern fringe of the community, adjacent to the Eisenhower transportation corridor. The University of Illinois at Chicago Circle Campus is a stabilizing influence.

The Roosevelt/Blue Island community has several complex physical and social problems. The area contains a major concentration of public housing—the Abbott, Brooks, Loomis, and Addams projects—and extensive amounts of urban renewal land, cleared or scheduled to be cleared. A major new housing development, Barbara Jean Wright Courts, is currently under construction.

The West Central community is currently in the process of transition. The urban renewal project now in development has resulted in clearance of portions of the residential area. Several major public improvement projects are already under way, including the new Whitney Young, Jr. High School, the Police Academy and the expansion of Skinner Park.

Three goals are proposed as guides for the continued development of the West Community Area.

Make the neighborhoods attractive for family living. This can be accomplished by continuing rehabilitation and development of residential units, and by improvement of public services and facilities, especially the educational system.

This is particularly important in the Abbott, Brooks, Loomis, and Addams public housing projects. The techniques proposed as pilot programs in the Cabrini-Green area should be applied to these projects.

Strengthen the economic base of the area. This can be accomplished through consolidation and strengthening of industrial and business activities which are compatible with the area. Accommodate new industrial development in appropriate areas such as those along South Water and Lake Streets.

Coordinate the expansion of major institutions with adjoining residential areas. New development at the University of Illinois Chicago Circle Campus and the Illinois Medical Center must be compatible with plans for adjoining residential areas.



Plan Summary

Near West Side

Complete urban renewal rehabilitation programs, construct new infill housing, and improve public service programs, especially the educational system. Balance and coordinate the growth of the neighborhood with the adjacent University and Medical Center.

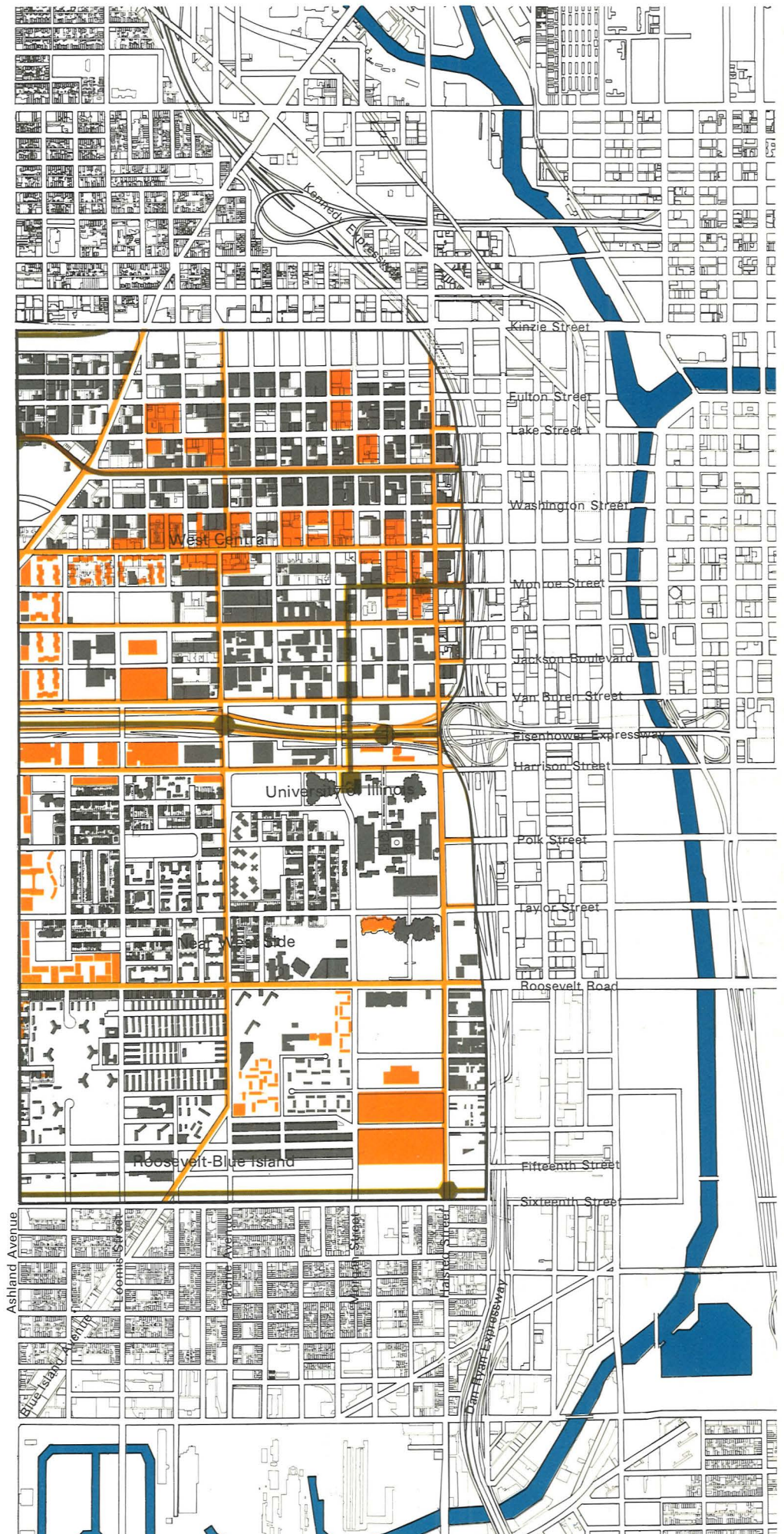
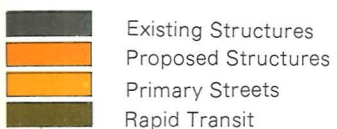
West Central

Concentrate industry, construct the Police Academy and undertake the development of new housing. These efforts should be coordinated with the expansion plans of the University of Illinois Chicago Circle campus and the completion of proposed urban renewal projects.

Roosevelt-Blue Island

Construct new commercial, residential and industrial developments, and improve conditions in the public housing projects through expanding services and programs. Proposed urban renewal projects should be completed.

Figure 41
West Community Plan



Community Area Systems

Existing Communities
Elements of the West Community Area such as the Near West Side and Barbara Jean Wright Courts should serve as the basis for future residential development.

Future Communities
New development should add residential, commercial, industrial and CBD support uses to the West Community Area. Examples include the new high-density housing proposed adjacent to the Eisenhower Transportation Corridor, industrial and support facilities and infill housing in the West Central Area and the new Maxwell Street shopping center.

Figure 42
Existing Development

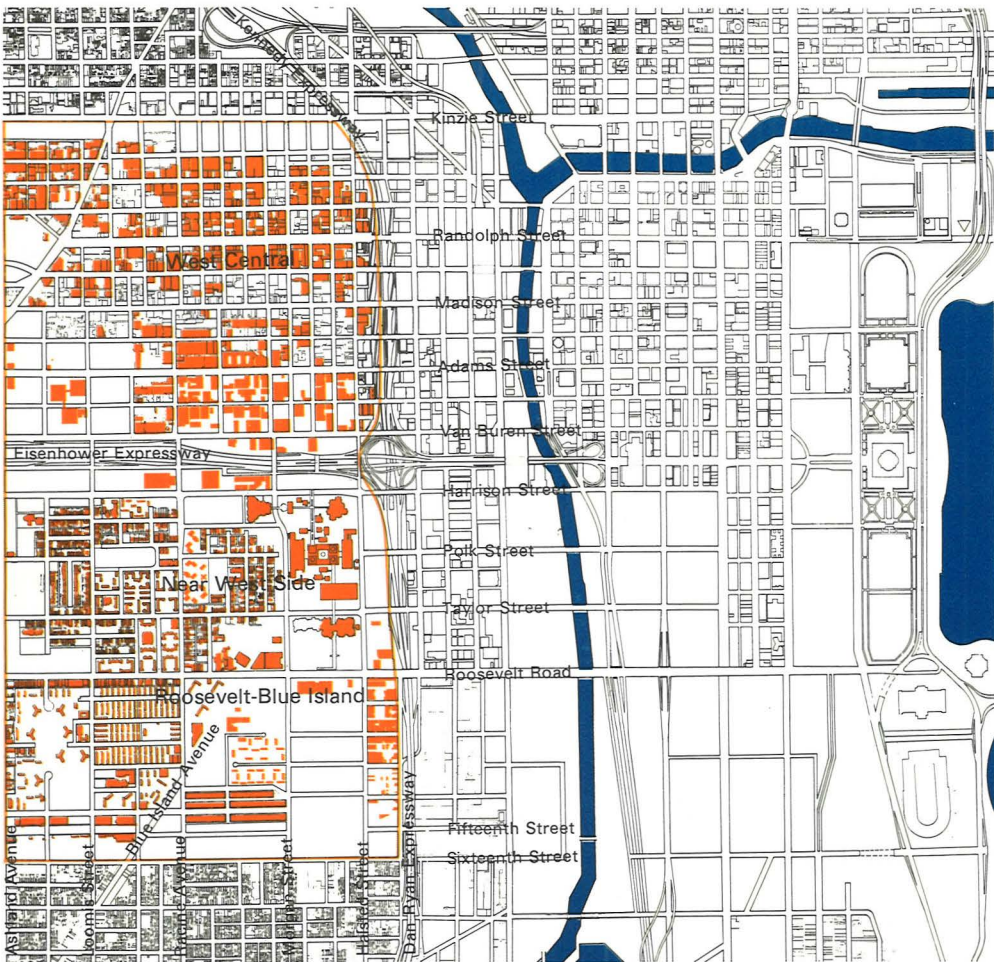
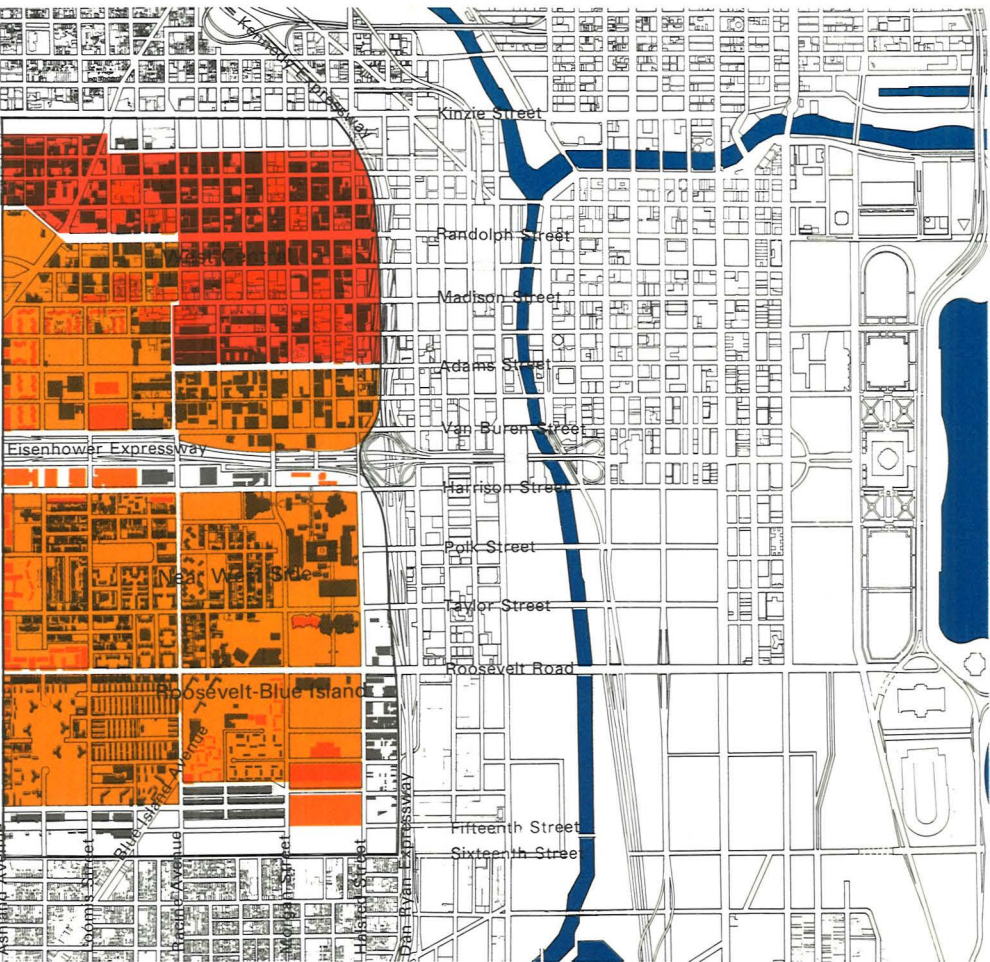
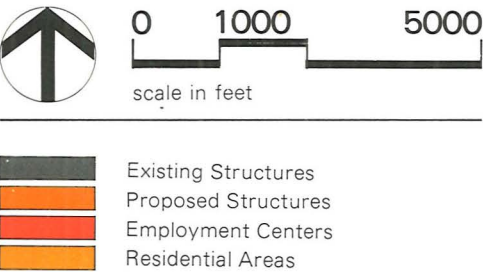


Figure 43
Proposed Development



Communities West

Circulation
The principal elements of the circulation network tie the community area together. Examples include the Congress Street transit line in the median of the Eisenhower Expressway and the Lake Street transit line. The proposed Distributor Subway which will link the Chicago Circle Campus to the Central Business District could eventually be extended to serve a larger area.

Open Space/Public Facilities
The pattern of open space and public facilities forms an integral part of the community. The existing practices of closing selective streets with landscaped buffers and requiring open space in new developments for internal pathways and recreation areas should be continued wherever practical.

Figure 44
Circulation

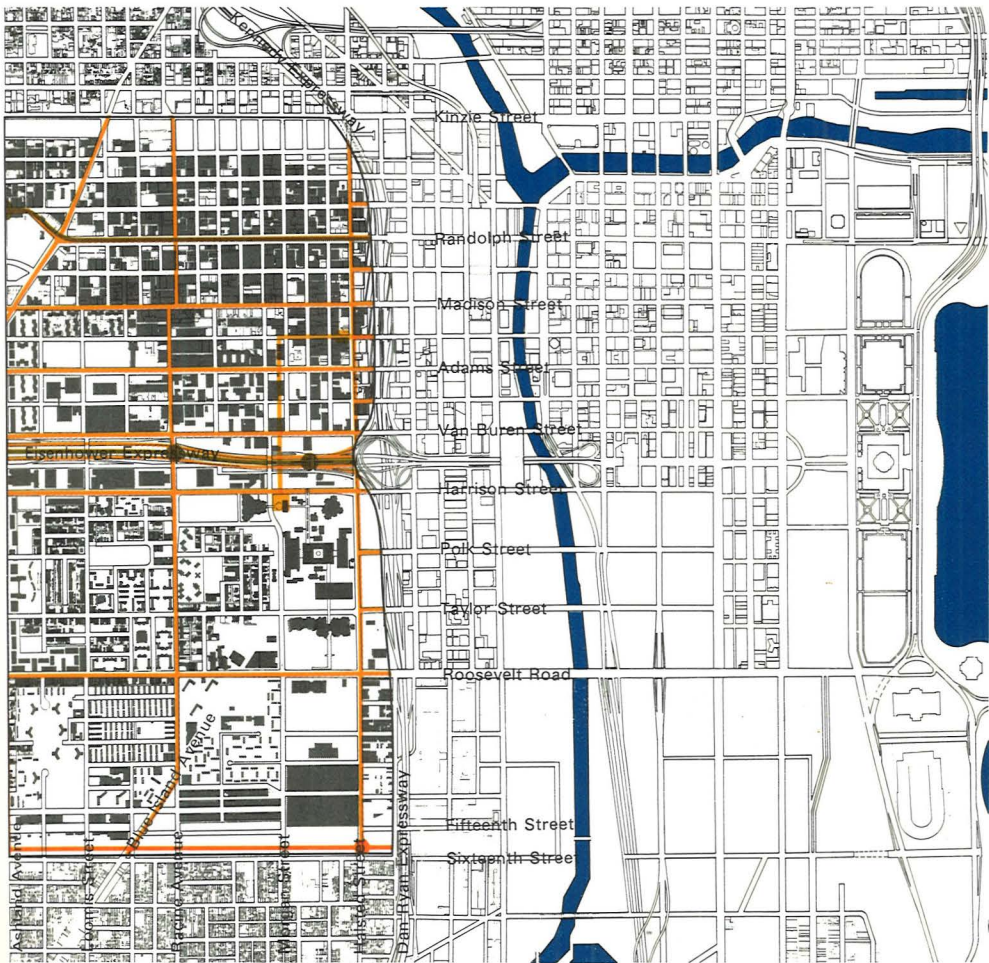
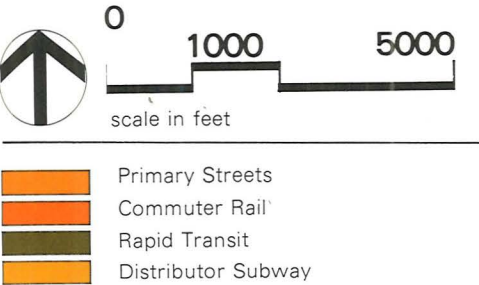
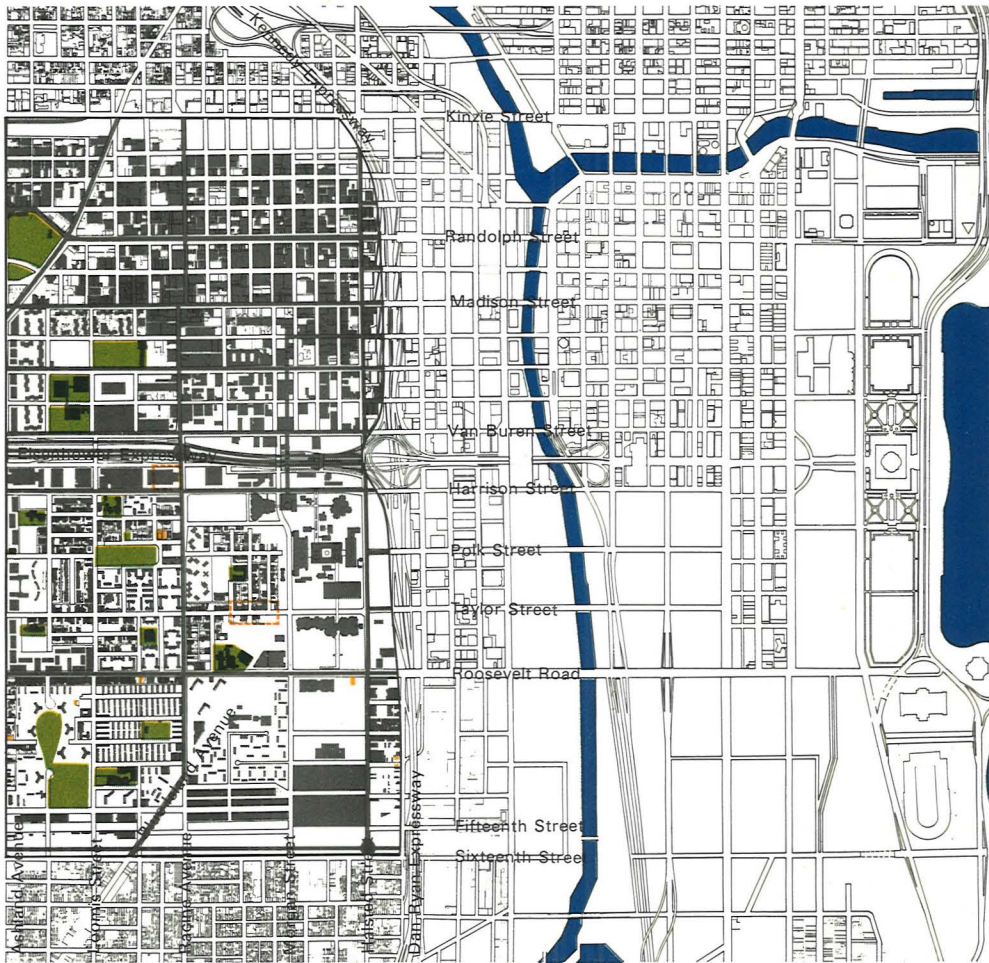
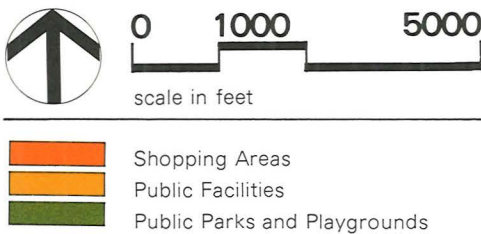


Figure 45
Open Space



Plan Elements

Near West Side

Because of the success of previous urban renewal and rehabilitation projects, no new major public efforts are required. Existing residential neighborhoods are being rehabilitated, the value of housing and commercial real estate is rising and construction of a shopping center is underway.

Future public programs should concentrate on providing a new and better educational system and on supplying public services more effectively.

All future development by the University should be coordinated with the affected neighborhoods to minimize disruption and maximize mutual benefits. In no case should University expansion impinge on the neighborhood to the west. To this end, the construction of on-campus, off-street parking garages by the University should proceed since it reduces the impact of university-oriented traffic and parking on the adjoining residential communities.

The proposed Distributor Subway will improve access to the area, provide a convenient link to the Loop and help reduce reliance on the automobile.



45, 46. University of Illinois



Communities West

West Central

Redevelopment in the West Central Area began with the West Central Urban Renewal Project which is currently in progress. The plan for this project currently calls for redevelopment of the area, primarily for public use. Construction of Whitney Young, Jr. High School and the expansion of Skinner Park are examples of that effort. Because the special orientation of the Young High School will be toward the medical professions, it will be linked to the Illinois Medical Center. Another public use proposed for the area is the new Police Academy.

The West Central Renewal project ought to be completed. In the process, special consideration should be given to increasing the amount of residential development to be included.

The University of Illinois has announced plans for expansion of the Chicago Circle campus, north across the Eisenhower Transportation Corridor. Future use of this area by the University is uncertain, but current plans contemplate graduate student housing and a center for the performing arts. This general area is also appropriate for uses related to the University and to the transportation system.

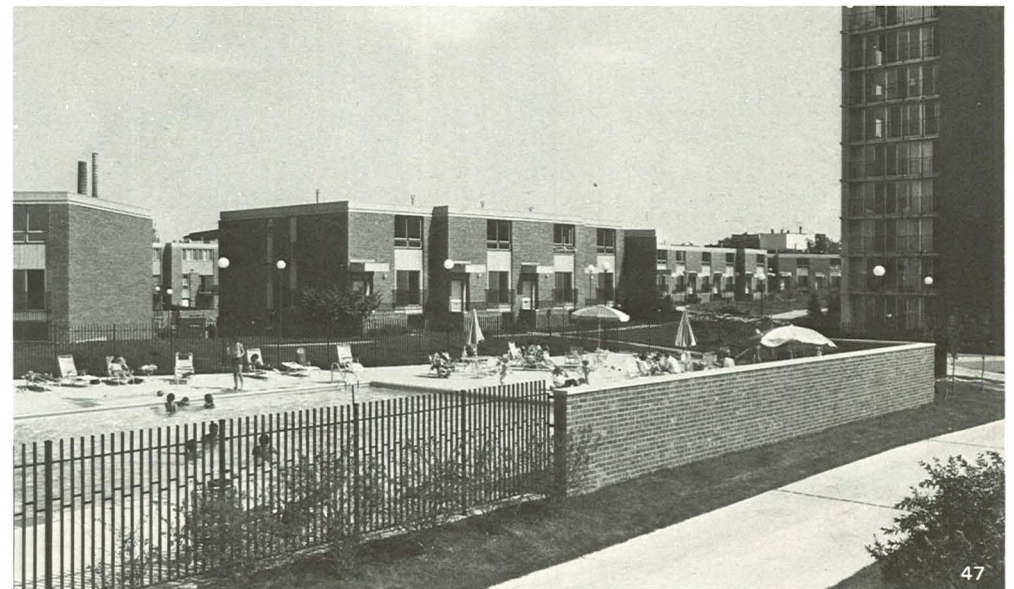
The remainder of the West Central Area contains light industrial, warehousing and food wholesaling uses. Major activity centers include the Lake Street industrial section, the Fulton Street markets and the Halsted/Greektown area.

Many of the older loft buildings in the West Central Area are occupied by uses which support the adjacent CBD. This important land use function must be recognized and accommodated in any new development in the area.

The Lake Street industrial corridor is in need of gradual redevelopment through the construction of new light industrial and warehousing facilities. Efforts should be made by the City and local businessmen to consolidate land for small industrial parks through selective street and alley closings and the spot clearance of marginal structures.

Future development in the Fulton Street market area is uncertain for several reasons. Not only are existing facilities old, deteriorating and obsolete; but circulation, parking and loading are hampered in the area. Current plans for consolidation of the food wholesale markets at one or two locations in the City may strongly affect the long term use of the area.

Plans for the area anticipate gradual replacement of old and obsolete structures by new food wholesaling/warehousing facilities primarily in support of the Central Business District. Portions of the area not needed for market purposes should be redeveloped or rehabilitated to accommodate other uses supporting the CBD. Additional efforts to improve traffic circulation, provide more off-street parking and loading areas and upgrade transit service should be made in the West Central industrial and market areas.



47, 48. West Central Communities

Roosevelt-Blue Island

Major elements of this neighborhood include the Abbott, Brooks, Loomis and Addams public housing projects, the Barbara Jean Wright Courts, the Maxwell Street market area and the South Water Street produce market.

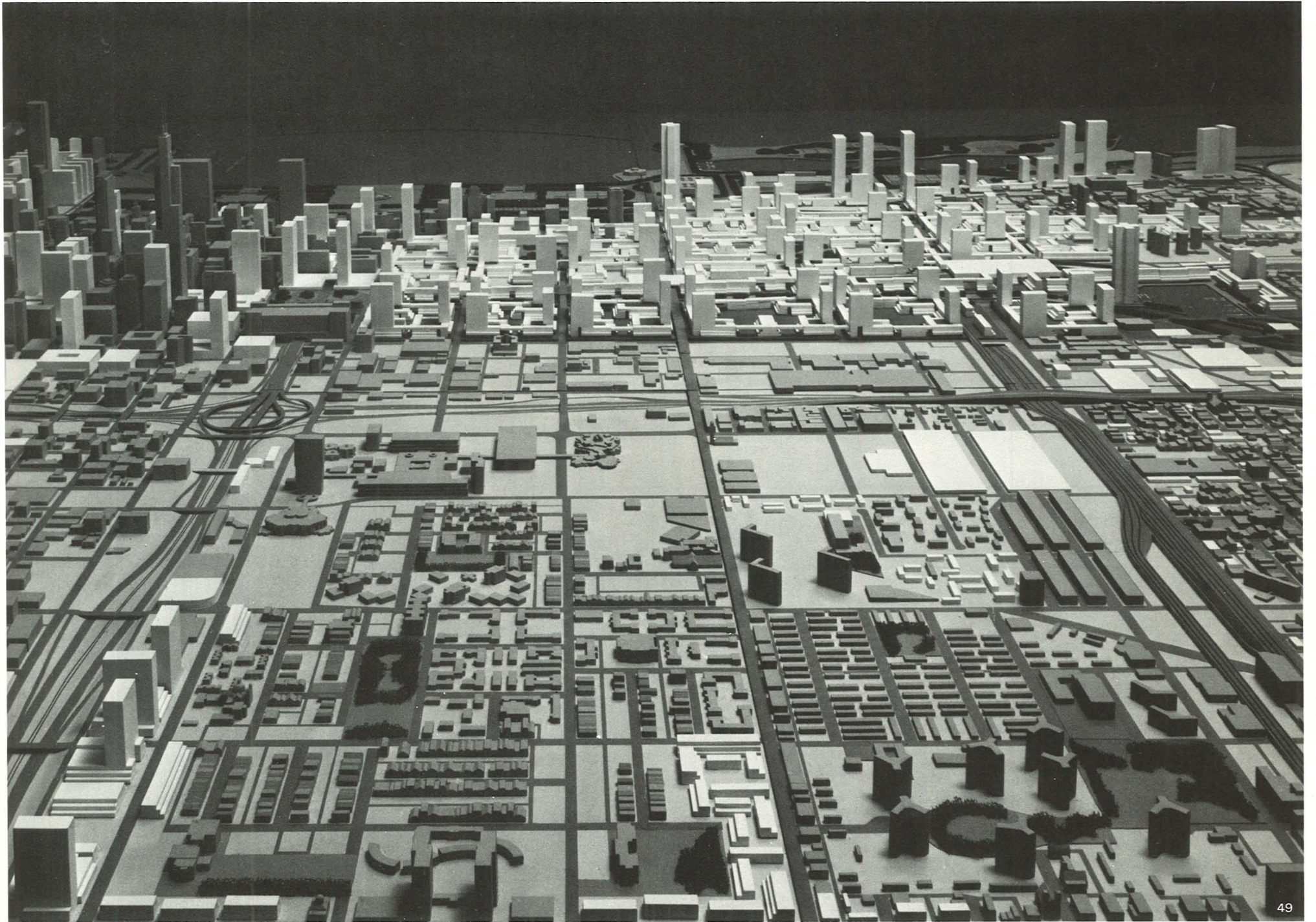
The public housing area west of Blue Island Avenue has many of the same problems which characterize Cabrini-Green and other projects whose residents are socially and economically dependent. Problems here are not, however, as severe as in the other areas.

A program patterned on the Cabrini-Green model should be developed for this area as well.

Barbara Jean Wright Courts is a good example of new construction as a step to revitalizing a community. This development, which contains approximately 1,000 units of housing for low and moderate income families and the elderly, is financed through the Federal Housing Administration and the Illinois Housing Development Authority. A unique aspect of Barbara Jean Wright Courts is that it is sponsored by a community-oriented, not-for-profit development corporation.

East of the residential areas are the South Water and Maxwell Street markets. The Maxwell Street market is unique in the City, distinguished both by its Sunday Flea Market and the colorful vendors who trade there. In the event of its removal or replacement, provision should be made to retain these market activities.

The South Water Street produce market is also unique, but its future is somewhat uncertain. This condition results largely from proposals to develop major food wholesaling centers in other parts of the City. There are major obstacles to converting existing market facilities to new light industrial uses. If the existing market function moves, new light industrial uses can be developed. Alternatively, the area could be redeveloped residentially as an extension of the Barbara Jean Wright Courts.





Communities Central Business District



51, 55. State Street
52. Riverfront
53. Streeterville
54, 56, 57. Chicago River

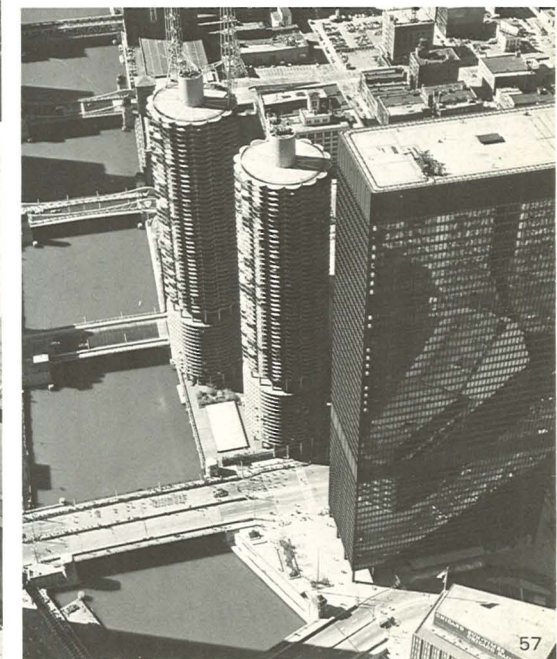
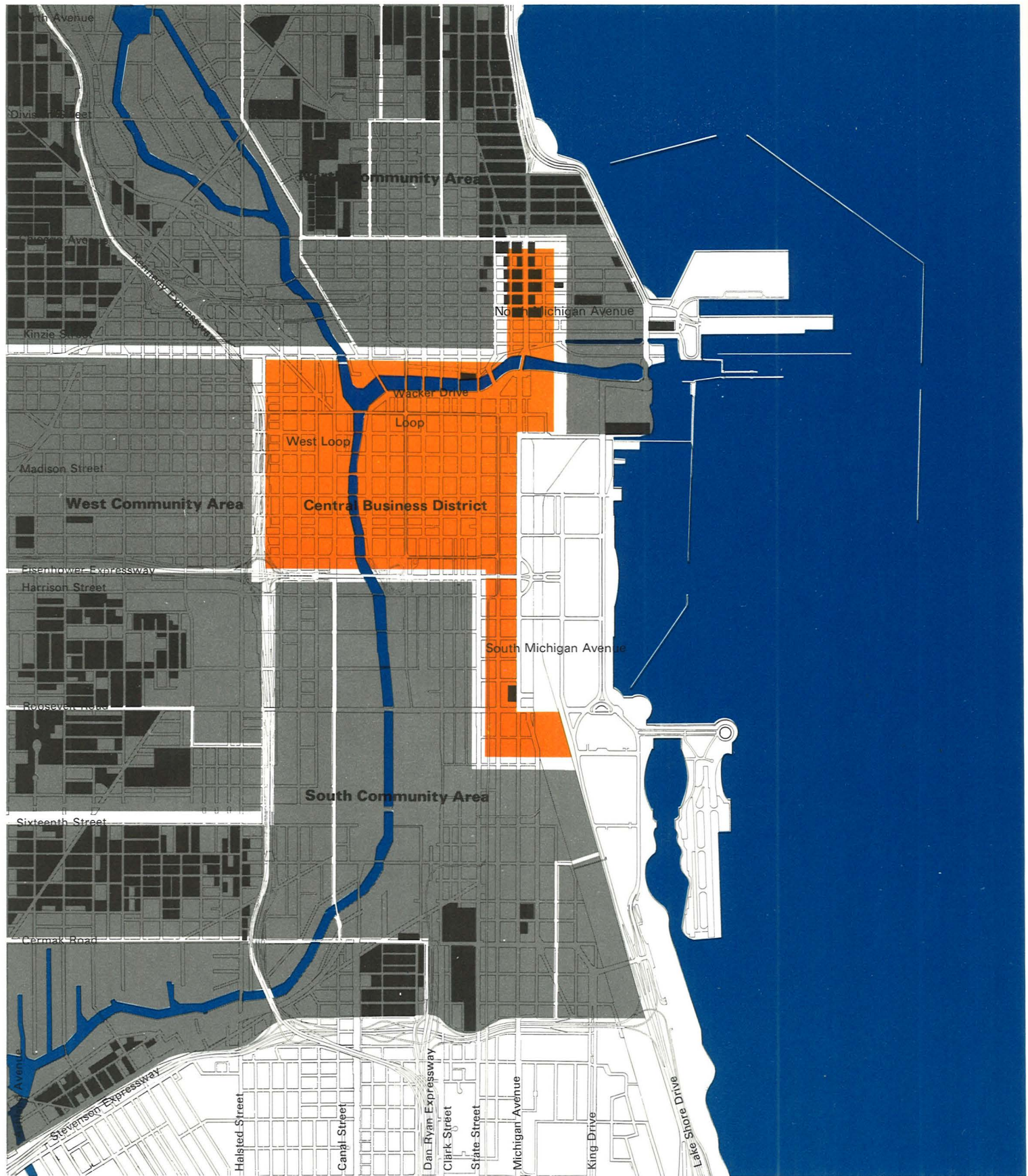


Figure 46
Central Business District



0 1000 5000
scale in feet



Residential Blocks to Remain

Central Business District

The Central Business District has been the nucleus of growth for Chicago and an ideal environment for culture, education and commerce to flourish. Its inherent strength provides a continuing impetus for refinement and further development. In the last 16 years, for example, a total of 32 million square feet of office space has been built or is under construction in this area.

The Central Business District is that area between Congress Street and Kinzie Street from Grant Park west to the Kennedy Expressway, with extensions north and south along Michigan Avenue to Oak Street and Roosevelt Road.

Continued Revitalization

Growth in the form of high-density new development is essential to the health of the Central Business District to infuse it with renewed strength, vigor and capacity. Growth also results in more job opportunities, business profits and municipal revenues.

Diversity

A variety of new activities, integrated with concentrations of residential, commercial, entertainment and office uses would help to restore a sense of community by making the CBD more lively, interesting and responsive to human needs.

Improved Quality of the Environment

The CBD is a unique environment for hundreds of thousands of persons who should have quality surroundings for their daily activities; working, living, shopping, seeking services or moving about. Programs to reduce traffic congestion, pedestrian/vehicular conflict and pollution—air, water, noise and visual—should be systematically undertaken. Additional beautification projects along streets and in open spaces should also be initiated.

The emerging trend toward placing major works of art in open spaces should continue, and cultural activities, parades and exhibitions should be encouraged.

Landscaping, signage, street furniture and paving should be used to improve the pedestrian environment in the CBD for everyone, including the handicapped. Sidewalks and plazas need special attention in terms of design materials and construction. The need for activities on or adjacent to them (i.e., shops, meeting areas, etc.) must also be considered.

Environmental improvements in the CBD should initially focus on the construction of pedestrianways and control of pollution. Progress in these areas would provide impetus to broader programs in beautification and specific projects in the arts.



Plan Summary

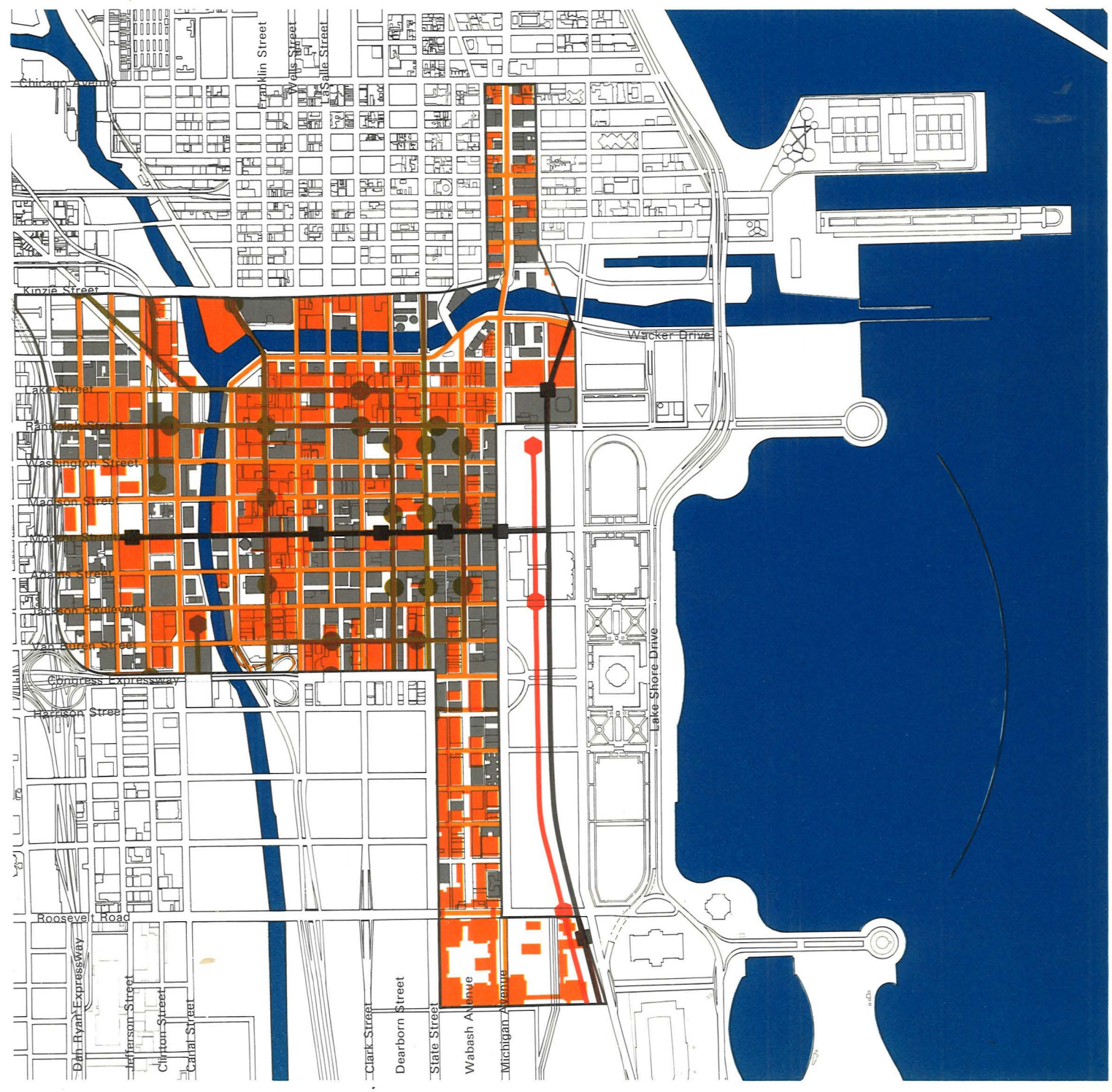
Environmental Improvements
Improve the quality of the Central Business District by increasing the efficiency of the circulation system, by creating new pedestrian environments, and by establishing guidelines for new development.

New Development Prototypes
Create schematic design prototypes demonstrating development potential and suggesting development guidelines appropriate to the CBD.

Corridors for Development
Provide for new development requirements in designated corridors.

Historic Preservation Areas
Create legally designated preservation areas, to protect historic buildings and/or zones.

Figure 47
Central Business District, Plan



Environmental Improvements
Improvements required for the Central Business District include modification and/or expansion of the vehicular and pedestrian circulation systems; upgrading the quality of building development; specific beautification projects; and air, water and noise pollution control. They are intended to:

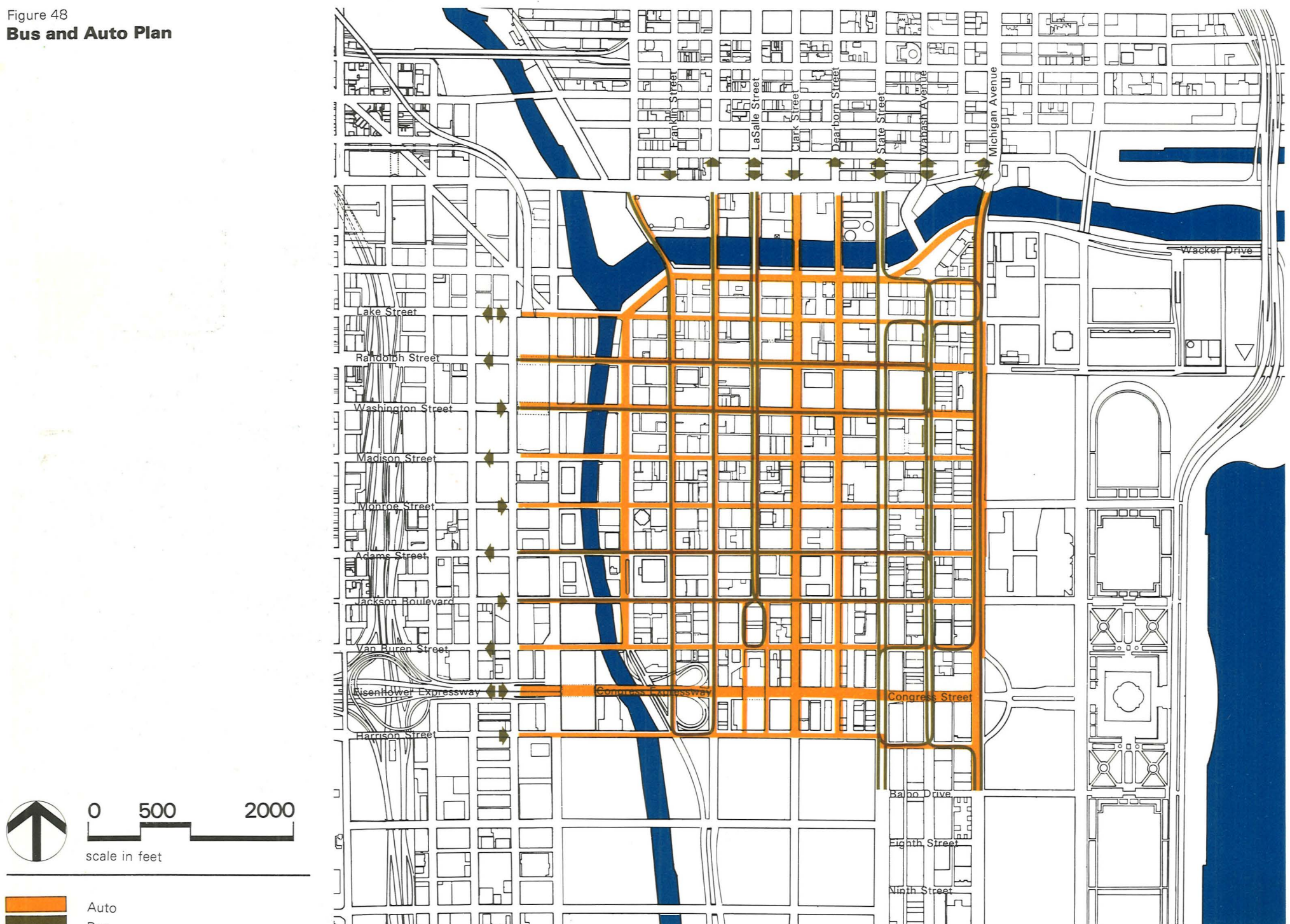
Increase traffic efficiency for both vehicles and pedestrians.

Upgrade and expand the underground pedestrian system and initiate an above-grade counterpart in other areas.

Promote quality public and private development consistent with the highest standards of planning and design, and enhance the general appearance of the urban scene.

Increase the environmental quality of the Central Business District.

Figure 48
Bus and Auto Plan



Communities Central Business District

Circulation

Competition and conflict among users of the present system now result in inefficient movement for private autos, buses, service vehicles and pedestrians. Through planning and design innovations, including the restricted use of streets for various traffic functions, circulation efficiency can be increased.

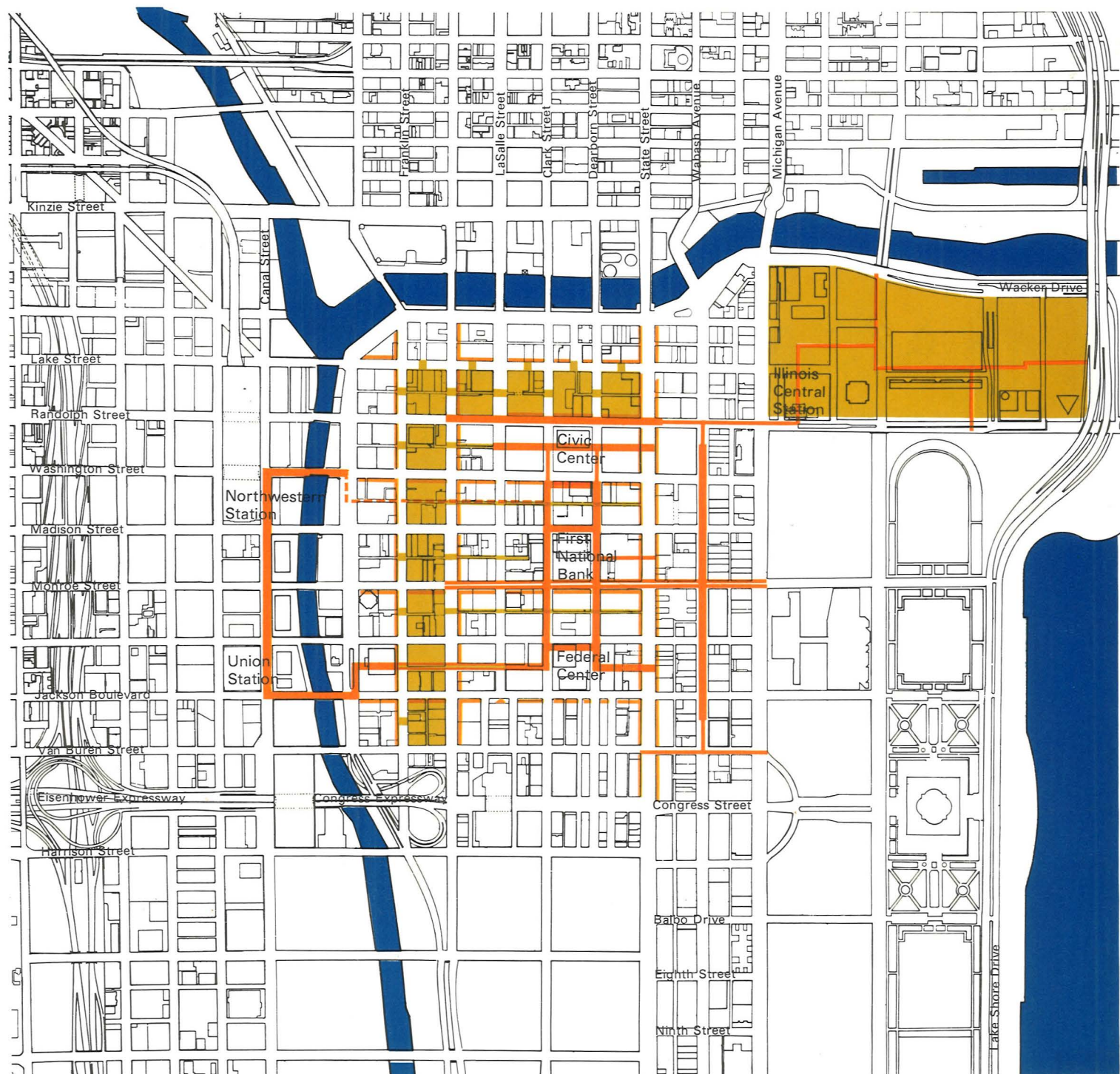
Street functions which have been designated are as follows:

- Vehicular movement
- Transit movement (buses)
- On-street parking,
- Pick-up and delivery and
- Pedestrian movement

Vehicular Circulation would be substantially improved by the removal of on-street parking from one side of certain streets, designation of exclusive lanes for buses and generally improving the flow of auto traffic.

The proposed street network provides the same number of vehicular traffic lanes as currently exists, but these lanes would be performing at greater levels of efficiency. As the number of autos using the Central Business District streets decreases, the number of lanes available for buses and pedestrians would increase.

Figure 49
Pedestrian Plan

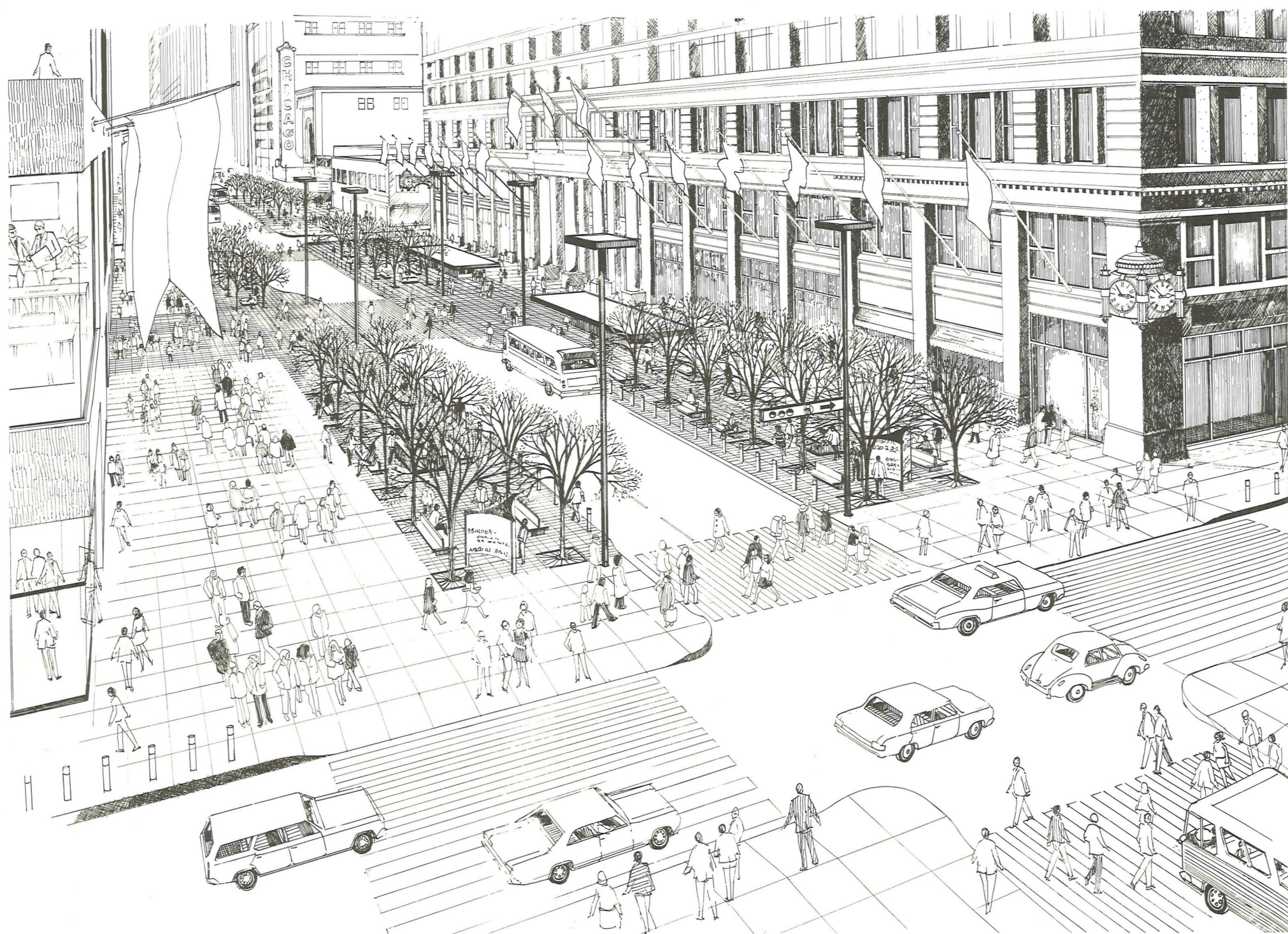


Of the principal north-south routes, Michigan Avenue, LaSalle Street, and the Clark/Dearborn and proposed Franklin/Wells one-way pairs would become primarily auto-oriented. All east-west streets would continue to accommodate most all types of vehicular traffic moving in those directions. The peripheral distribution of traffic will be improved when Wacker Drive is linked to both the Franklin Street Connector and Lake Shore Drive.

Bus operations will be improved by developing two special types of streets. The first of these would accommodate both private vehicles and buses with buses operating in exclusive lanes whenever possible. These streets would include Randolph, Washington, Adams, Jackson, Michigan, LaSalle, Wells, and Franklin.

The other type of bus-oriented street would be the transitway mall, devoted exclusively to buses, taxis and pedestrians. It would occur on State Street and Wabash Avenue and would be closely related to the function of those streets as major shopping corridors.

Figure 50
**State Street Transitway Mall
at Washington Street**



Communities Central Business District

The illustration shows a possible configuration on State Street where through lanes are provided, with loading bays for traffic in both directions. The remainder of the right-of-way would be converted to pedestrian walkways, landscaping, and elements such as bus shelters, displays, information booths and news stands.

A revitalized State Street should set the tone and establish the precedent for the ultimate redevelopment of many other streets in the Loop, including Monroe Street, which is proposed to be transformed into a pedestrian-oriented artery when the Distributor Subway is built. The subway will have a platform with connections to the First National Bank Plaza and the Dearborn Street underground passage. Connections to additional new development should be encouraged.

Figure 51
State Street, Section

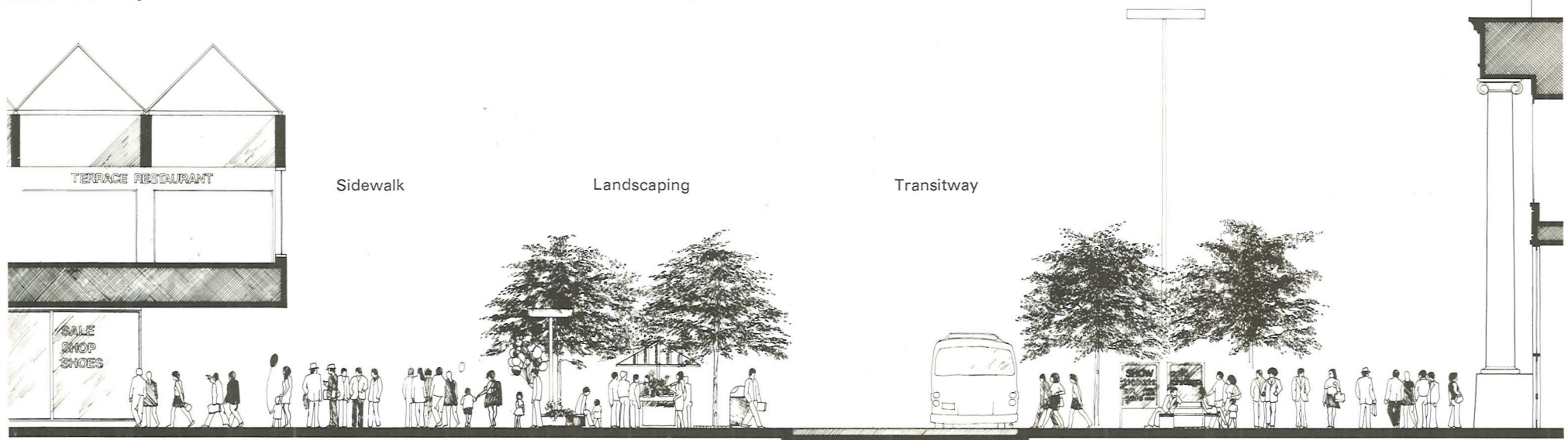
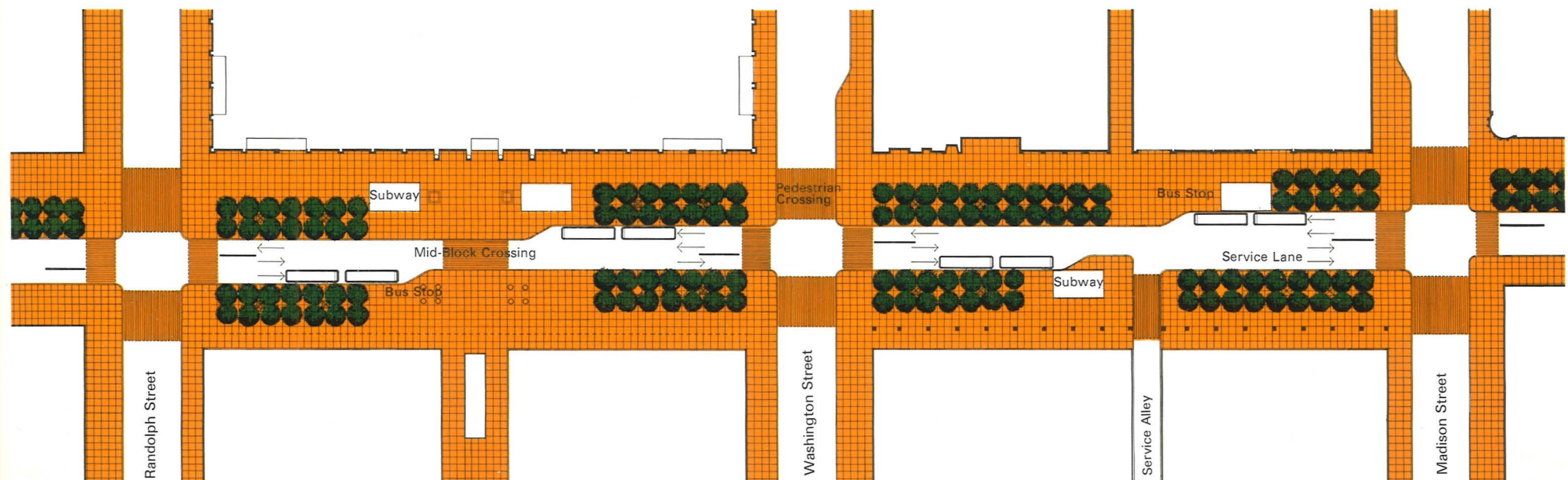


Figure 52
State Street, Plan



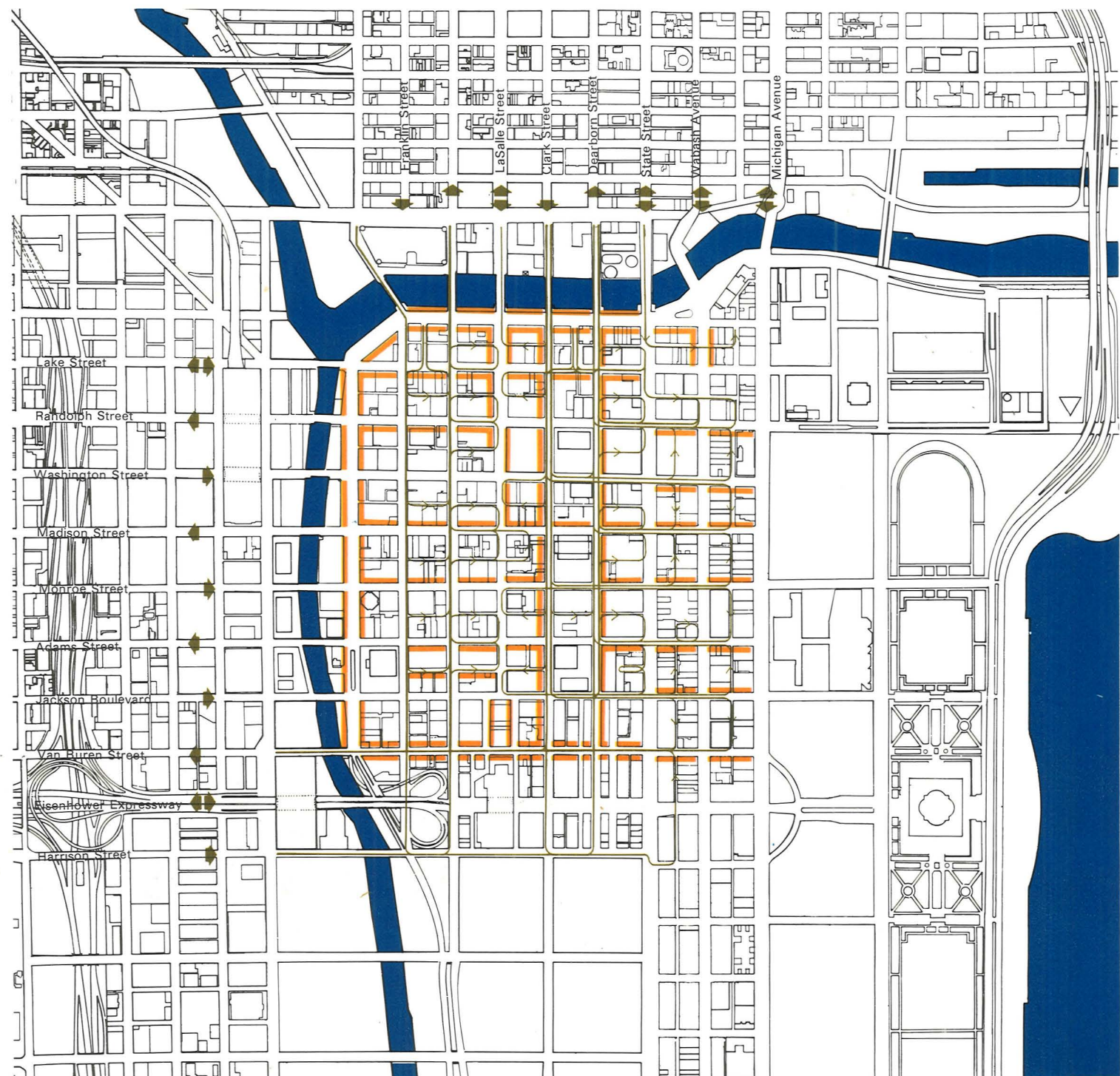
On-Street Parking would be accommodated on one side of the street in most blocks to provide convenient access to surrounding businesses. This parking would be metered and limited to the short-term use of service vehicles and customers.

Pick-Ups and Deliveries currently occur principally in alleys, which are both narrow and inefficient. As new development occurs, adequate off-street service dock facilities should reduce the need for alley and street deliveries. Street parking by trucks and sidewalk deliveries where they must occur should be prohibited during peak hour traffic periods. Wherever possible, deliveries should be consolidated at outlying distribution points to reduce the volume of service traffic within the Central Communities.

Pedestrian Circulation will be improved on certain streets by expanding sidewalk space. This expansion is proposed for Washington, Monroe, and Jackson Streets.

State Street and Wabash Avenue will become increasingly pedestrian-oriented as the bus transitway malls are completed.

Figure 53
Service and Parking Plan



Communities Central Business District

Pedestrian Walkway Systems
The second category of recommended improvements is related to pedestrian circulation. Walkways, both above and below grade, augmenting existing ground level sidewalks, would provide attractive weather-protected connections between major activity centers.

Underground
Some elements of the underground system already exist. Missing links should be completed as illustrated. Proposed additions would connect the Sears Tower, Illinois Center, Union Station, and Northwestern Station to the system.

Figure 54
Second Level System

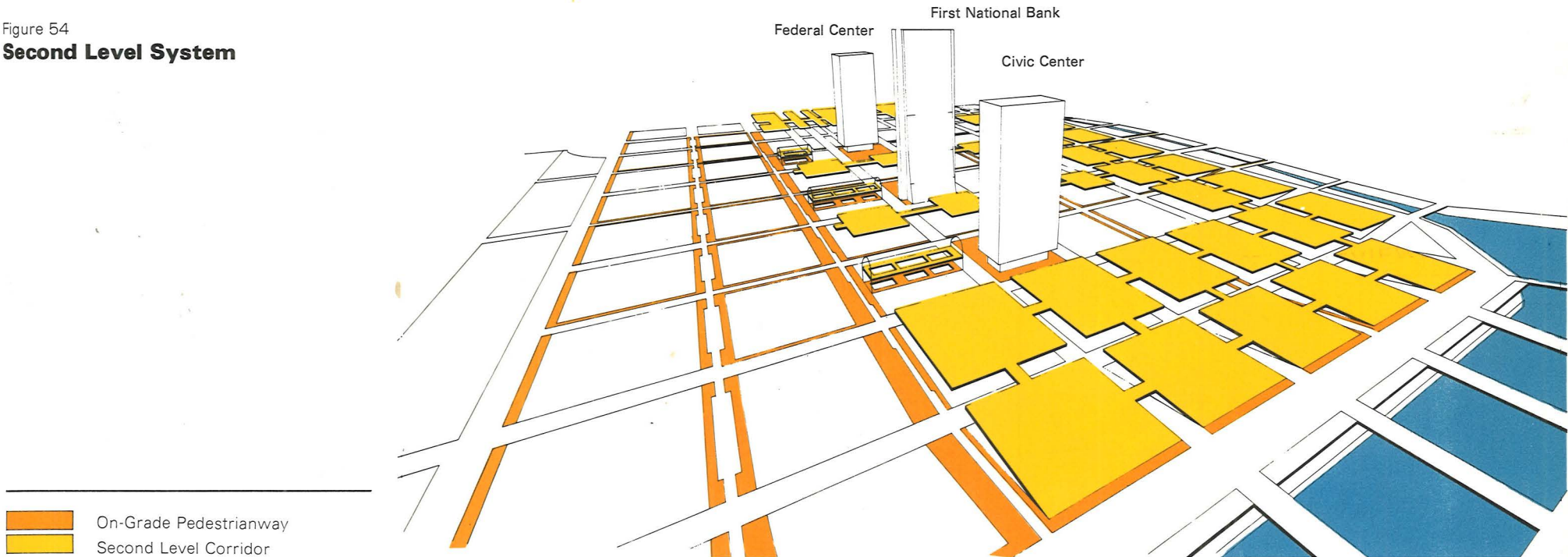
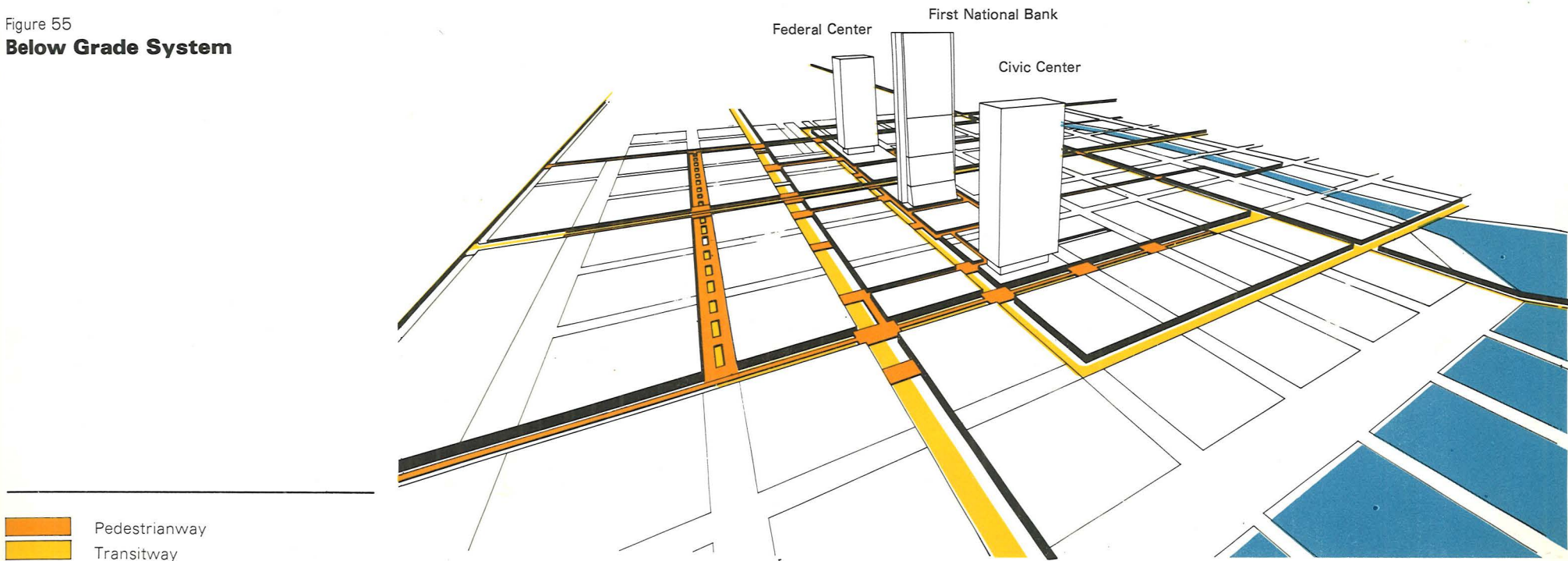


Figure 55
Below Grade System



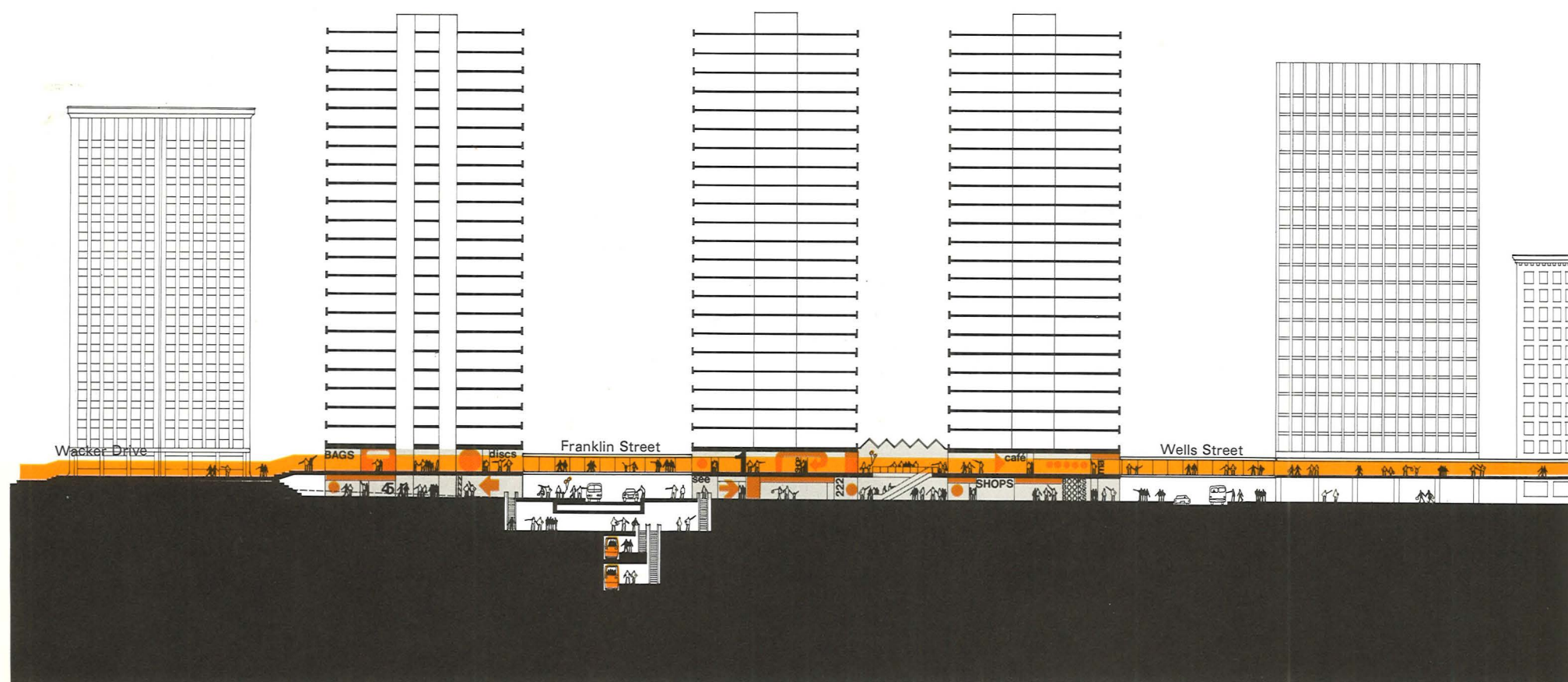
Second Level

New buildings proposed for the corridor paralleling the Chicago River should provide an excellent opportunity to begin a second-level pedestrian skywalk system. Later this system could be selectively extended to link older buildings as well.

All streets within the Loop rise one level to cross the Chicago River. The advantage of this condition is that a skywalk system penetrating the Loop can be extended from grade at Wacker Drive.

Calhoun Place and Marble Place present an opportunity for the skywalk system to be extended into the Loop on public rights-of-way. Private building space fronting on the system could be opened up to it and converted to shops. Strategically placed escalators would connect the skywalk system with the street level and underground walkway system.

Figure 56
Skywalk, Section



Multi-Level

Opportunities to develop an enclosed pedestrian walkway system occur in the blocks between State Street and Dearborn east of the major downtown plazas: the Civic Center, First National Bank and Federal Center. This underground, grade-level and above-grade system, lined with shops in galleria fashion, would connect development in adjacent blocks while providing direct access to existing subway lines.

Figure 57
Access Diagram



Development Quality

Improvement of the physical environment of the Central Business District should be accomplished in several ways. First, urban design plans and related development guidelines should be prepared. They should identify areas with special visual or functional characteristics or development potential, establish standards for new improvements, and encourage development of desired features.

Second, urban beautification efforts such as the landscaping of plazas, streets, and river banks should be continued. Indoor and outdoor public spaces should continue to be built in order to enrich the surrounding environment. Chicago is fortunate in having attracted major works of art by renowned contemporary artists. This trend should be continued as additional development occurs. The acquisition of major civic art, the preservation of important architectural landmarks, and proposed expansion of the Art Institute and its sculpture court could further distinguish Chicago among the art capitals of the world.

Other improvements such as new sidewalks, the State Street/Wabash Avenue transitway malls, the Riverbank park and the Illinois Center Esplanade should be provided. Special lighting, landscaping, street furniture and paving can do much to further enrich the physical environment of the City.



59. Grant Park
60. First National Bank Plaza
61, 62. Art Institute

Communities Central Business District

Environmental Quality

The ecology of the Central Business District will be substantially improved as the result of air, water, and noise pollution control. Air pollution will be reduced by decreasing the number of vehicles in operation; improving the circulation system; and increasing the operating efficiency of vehicles.

Water pollution in the River will be reduced as a consequence of improvements in the storm and sanitary sewer systems, the increased flow resulting from the proposed increase in the draw of water from Lake Michigan and efforts to control both waste discharge and storm water runoff. With these improvements, fishing, recreational boating and other water-oriented activities would be encouraged.

Noise pollution will be reduced through noise control programs, improved operating characteristics of transit and subway vehicles and removal of the Loop elevated.



63. Dearborn Street
64. Civic Center
65. Vail Court



New Development Prototypes

Buildings in the areas designated for new development should be designed according to these principles:

Accommodation of the pedestrian walkway system underground or on the second level should be encouraged in every new building so that a comprehensive network can eventually develop. Small scale, people-oriented uses such as shops, restaurants, and entertainment facilities should be encouraged underground, on grade, and at the second level. Enclosed public spaces, like the interior courts of shopping centers, should also be provided.

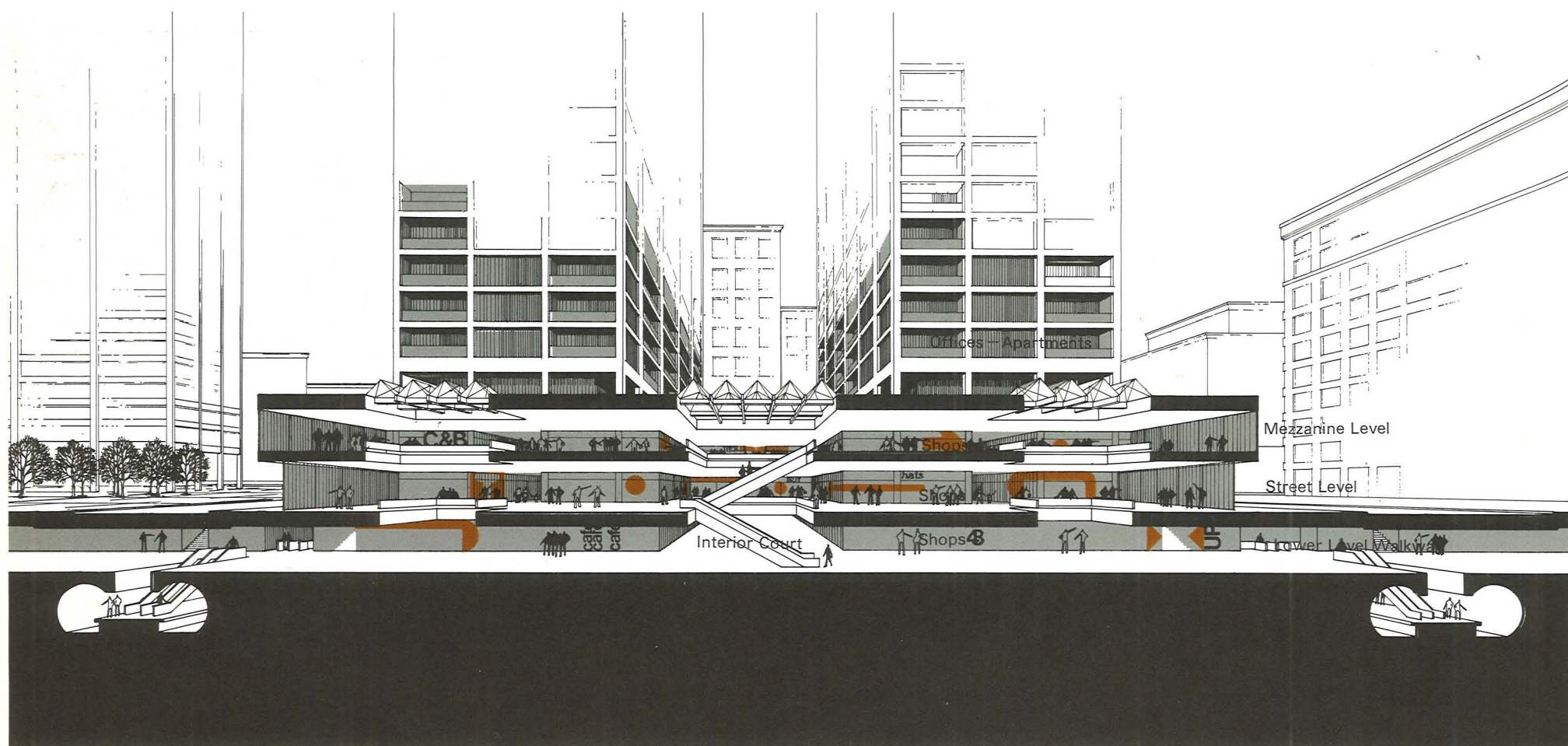
New apartments should be constructed over office space wherever it is appropriate to do so. Housing in the Central Business District will bring added vitality by increasing downtown activity during non-business hours. This type of multi-use development would be highly appropriate along the Chicago River, especially when coordinated with open space.

Opportunities

An advantageous location to begin the skywalk system and relate it to prototype development exists in the three block area bounded by Wacker Drive, State Street, Washington and Dearborn. This area has been proposed as the site for a new central library, in a complex which incorporates the library, theaters, restaurants, stores, a hotel and apartments in a multi-level structure, similar to the prototype shown in the Plan.

Figure 58

Development Prototype



Communities Central Business District

Corridors for Development

The zone where concentrated new development is expected to occur generally lies at the edges of the Loop. Land use intensity is now relatively low there, and numerous buildings are marginal or obsolete. Replacement of the elevated tracks with a subway should make the area considerably more attractive for redevelopment.

Recommended planning principles for portions of the development corridors include the following:

The Wells-Franklin Corridor should continue as the location for new office buildings.

The Wacker-Lake Street Corridor should be oriented to the Chicago River. Residential and open space development should be encouraged.

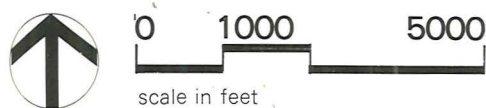
The State-Dearborn Corridor should retain a continuous street level retail facade with retail, entertainment, office and residential uses above. In this corridor new public development such as the proposed library, should also be provided.

The entire length of State Street and Wabash Avenue within the Loop should become pedestrian-oriented shopping streets with transitways for buses. New retail and residential development on the east side of Wabash should be encouraged when the subway replaces the elevated transit line.

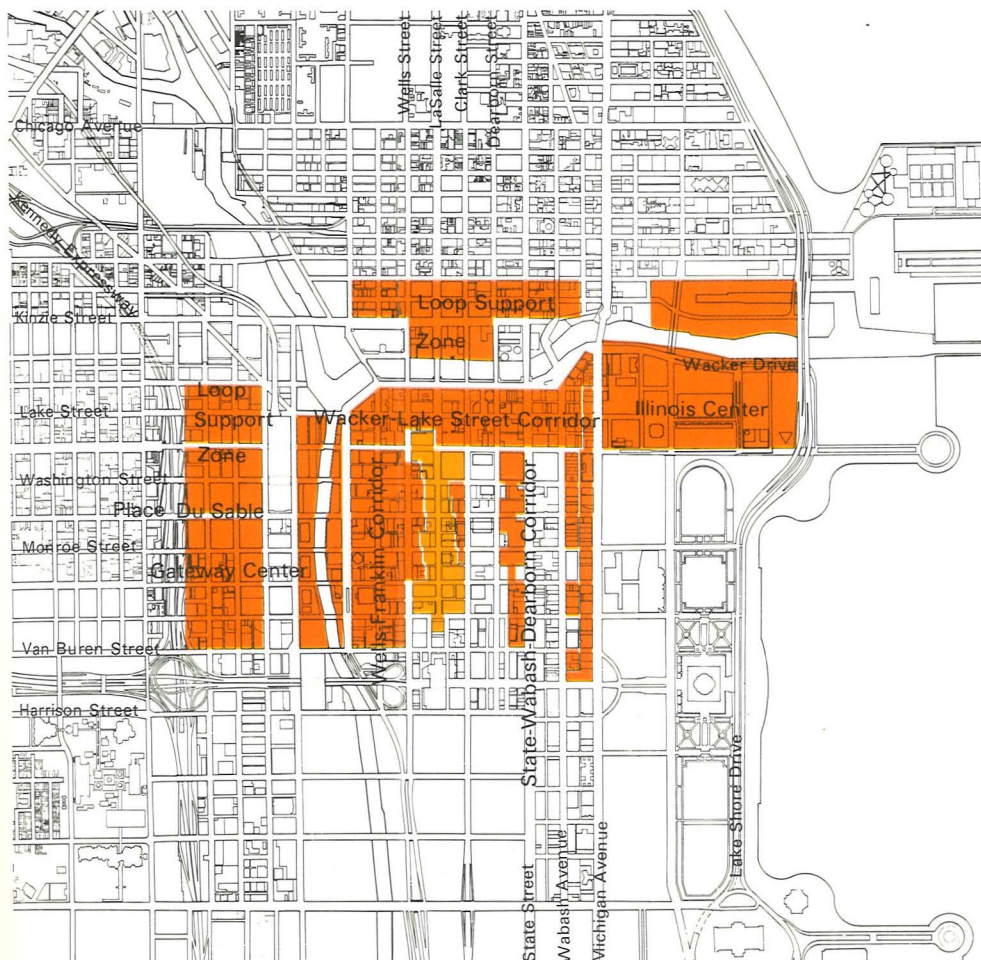
Illinois Center is being developed under a P.U.D. ordinance as a multi-use air rights project. It will have about 17,500 housing units, 9,000,000 square feet of office space, 1,250,000 square feet of retail, 400,000 square feet of warehousing, 10 acres of public park, and a minimum of 20,000 parking spaces. The expected 35,000 new residents and 45,000 new office employees will have convenient access to a weather-protected pedestrian walkway and the Distributor Subway and thereby the Central Business District itself.

Figure 59

Development Corridors



Conservation Area
Development Corridors

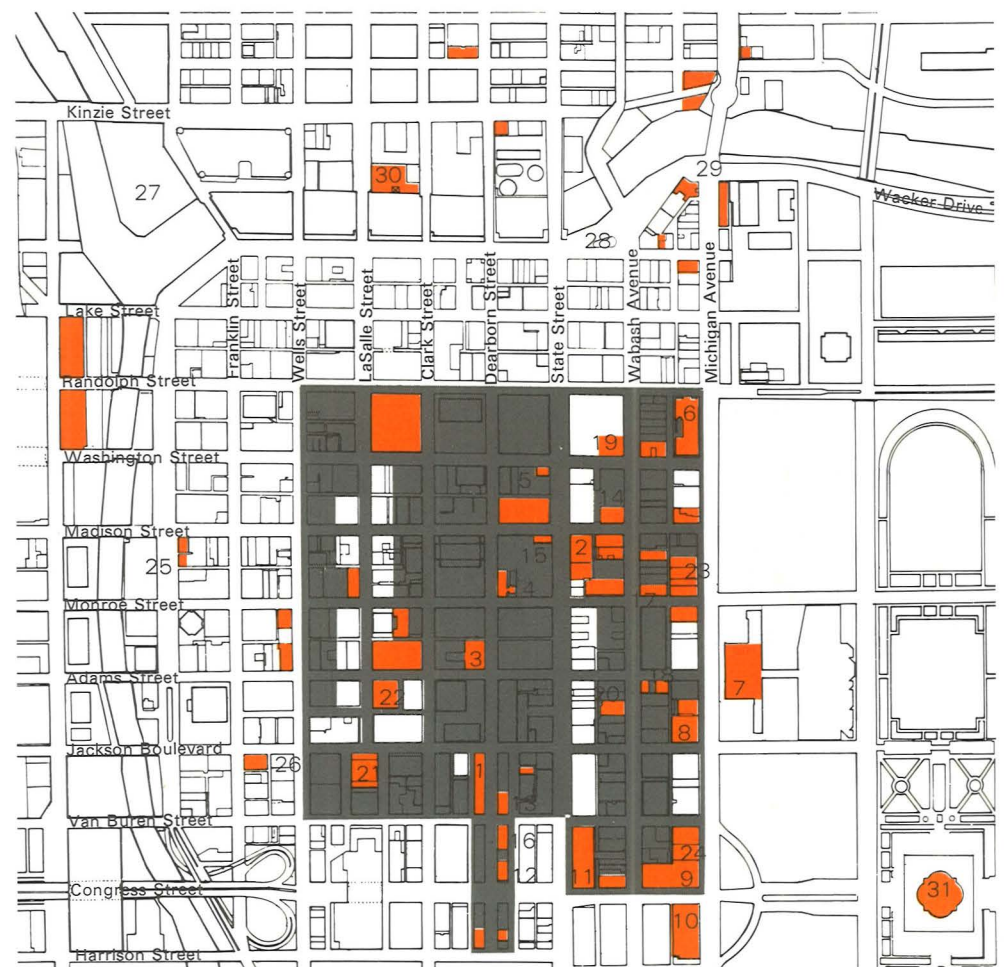
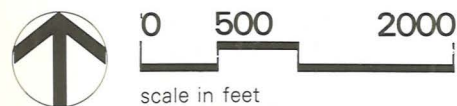


The potential for development on the west fringe of the Central Business District and the area just north of the CBD is demonstrated by recent construction west of the Chicago River. Both the Gateway Center buildings and the proposed Place du Sable development illustrate the potential of that area.

Development incentives should be established for these areas to encourage large scale, unified complexes instead of inevitable, fragmented growth. Businesses that serve the CBD are currently scattered throughout the Loop Support Zones. Over time they should be consolidated for greater land use efficiency, better linkage to the Central City and orderly new growth.

Figure 60
**Central Business District
Historic Area**

- 1 Monadnock Building (Burnham & Root)
- 2 Carson, Pirie Scott & Co. (Sullivan)
- 3 Marquette Building (Holabird & Roche)
- 4 Inland Steel (Skidmore, Owings & Merrill)
- 5 Reliance Building (D. H. Burnham & Co.)
- 6 Public Library (Shedley, Rutan & Coolidge)
- 7 Art Institute (Shepley, Rutan & Coolidge)
- 8 Railway Exchange (Burnham & Co.)
- 9 Auditorium Theater (Adler & Sullivan)
- 10 Congress Hotel (Clinton Warren)
- 11 Leiter II (William LeBaron Jenney)
- 12 Manhattan (William LeBaron Jenney)
- 13 Fisher Building (D. H. Burnham & Co.)
- 14 Mandel Brothers Store Annex (Holabird & Roche)
- 15 Chicago Building (Holabird & Roche)
- 16 Old Colony Building (Holabird & Roche)
- 17 Champlain Building (Holabird & Roche)
- 18 Chapin & Gore Building (Richard E. Schmidt)
- 19 Marshall Field & Co. Store (D. H. Burnham & Co.)
- 20 McClurg Building (Holabird & Roche)
- 21 Board of Trade (Holabird & Root)
- 22 Rookery Building (Burnham & Root)
- 23 Gage Group (Holabird & Roche, Louis Sullivan)
- 24 Fine Arts Building (S. S. Beman)
- 25 Troesch Building (Adler & Sullivan)
- 26 Brooks Building (Holabird & Roche)
- 27 Site of Wolf Point
- 28 Haid Square—Morris, Salomon, Washington Memorial
- 29 Site of Fort Dearborn
- 30 Reid-Murdoch and Co. Building—City of Chicago Central Office Building (Nimmons)
- 31 Buckingham Fountain



Communities Central Business District

Historic Preservation

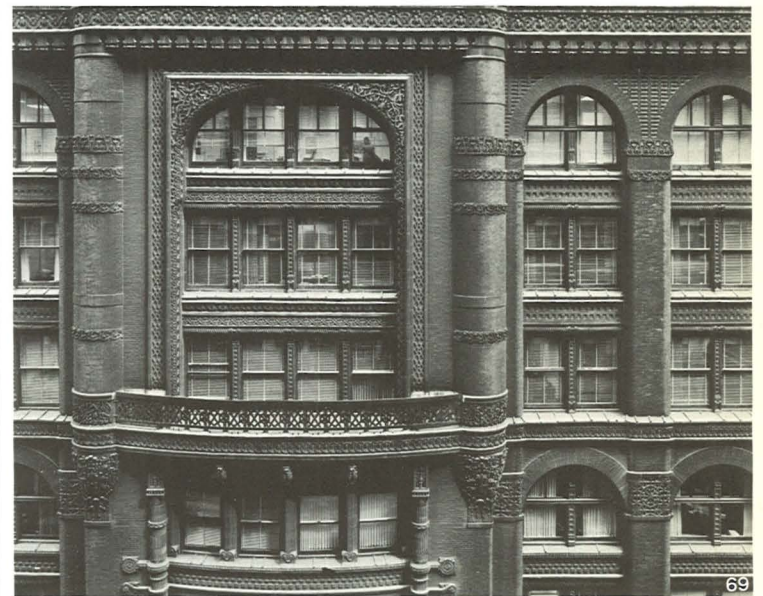
Two concentrations of buildings within the Central Business District create unique environments which merit special attention. Those structures which contribute most to the significance of those environments should be protected and retained as historic landmarks. New development in those areas should conform to and complement their character.

One concentration, on Michigan Avenue, stands at the western edge of Grant Park, near the Lake. Completed within a period of two decades, the buildings constitute a long facade that contrasts with the openness of the Park and Lake. While most of the buildings are not of landmark status individually, their total effect contributes to an image unique to the City of Chicago.

Another concentration—the LaSalle Street corridor—has unusual architectural and functional coherence. Most of the buildings here were constructed between 1900 and 1930. Notwithstanding its great architectural value, one significant building was recently razed, jeopardizing the unity of the area.

Because of the concentration of historic buildings, it is recommended that an historic preservation area be established to include important building development within the CBD. Other historic preservation areas should also be established—one along Prairie Avenue near 18th Street and the other in the Gold Coast neighborhood surrounding Astor Street.

First, criteria must be established by which architecturally significant buildings or structures otherwise important to the character of an area can be identified; then the legal means by which these buildings can be preserved must be determined. The recent proposal by the U.S. Department of the Interior for the establishment of a National Cultural Park with the Central Business District as its cornerstone should be carefully investigated and pursued.



67. Monadnock Building
68. LaSalle Street
69, 70. Rookery Building



The historic concentration of goods and services, which makes Chicago the heart and nerve center of the metropolitan region, depends upon a comprehensive network of accessibility. If environmental quality is to be improved and energy consumption reduced, transportation and communication efficiency must increase.

More than any other aspect of the Central Communities, the transportation system cannot be isolated from the region as a whole. The travel network extends far into the periphery and includes all commuter railroad lines, public transit lines and most major expressways.

Improvements to the regional system, such as the proposed Crosstown Expressway and upgraded arterials, will tend to balance traffic in the metropolitan area and reduce congestion within the Central Communities.

Transit and commuter rail systems should be coordinated at the regional level to reduce inefficiencies and improve the quality of service. Recent studies indicate that substantial increases in accessibility can be achieved through an effective regional transit authority.

Chicago has the unique opportunity to properly balance its transportation system. In most cities, the automobile is the overwhelming choice for commuter travel. But here, as much as 85% of the people travel to their jobs downtown in some form of public transportation. Areas not adequately served by transit have a larger percentage of auto users.

At peak hours expressways and streets serving the Central Communities are close to saturation. Congestion is caused by the large number of private autos and is aggravated by conflicts between them and pedestrians, buses, taxis and service vehicles.



72



73

The public transit and commuter railroad lines are capable of carrying many more passengers, especially after planned improvements are made.

Insufficient demand and current feasibility do not warrant development of a Transportation Center at this time. Should conditions change, such a facility should be located at the point of greatest access to all forms of transportation.

Improvements to the transportation system should meet these objectives:

Use of private cars should be discouraged as a method for commuter travel. Since it also has proven to be a major source of environmental pollution as well as an inefficient consumer of energy, alternate modes of transportation must be made more attractive.

Additional travel demands should be met through expansion and improvement of the rapid transit and commuter rail systems.

Internal distribution of people and goods within the Central Communities should be improved, increasing the capacity and desirability of the long haul systems.

New prototypes for transit and pedestrian systems which are both efficient and flexible should be included as integral elements of new development.

Figure 61
**Daily Traffic Volumes by Mode;
1970 and 1995**

Net Increase
Net Decrease

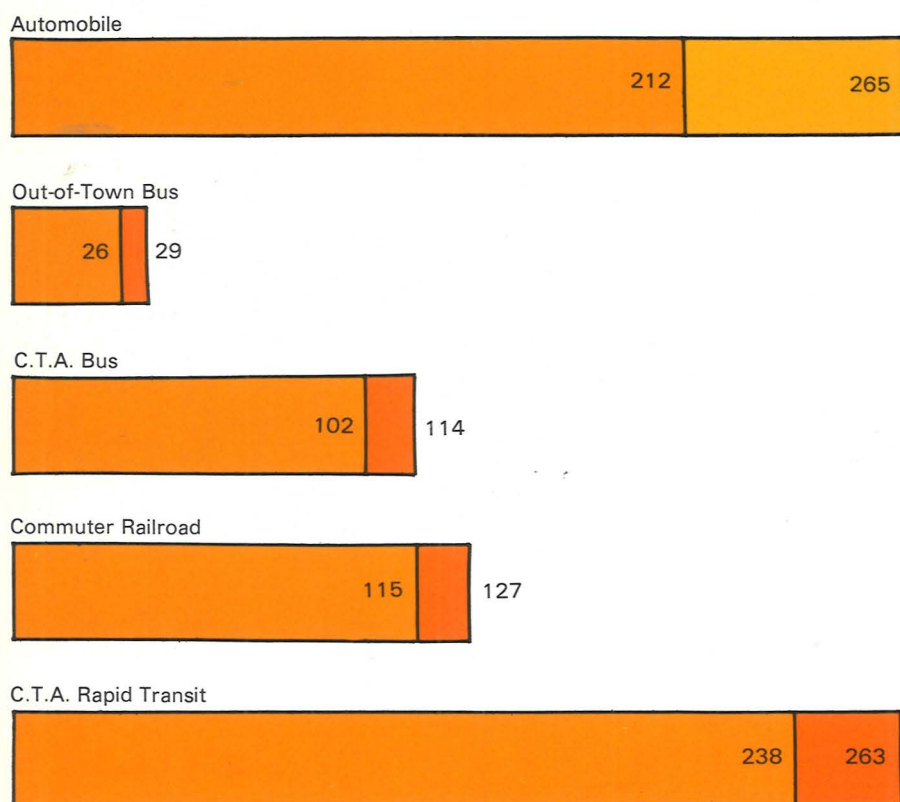
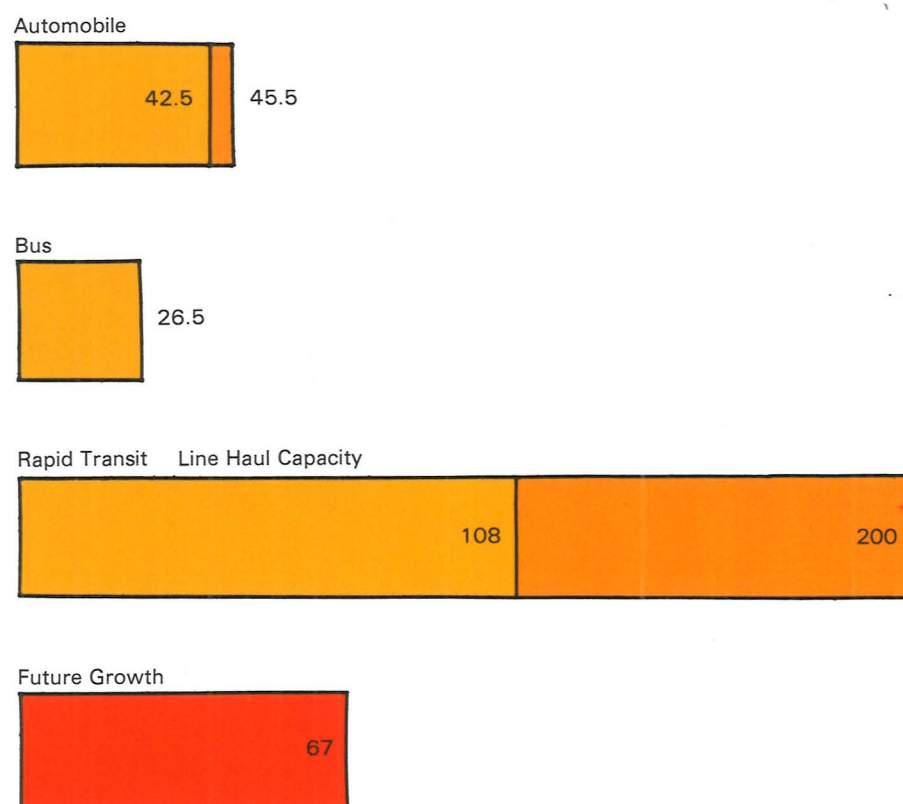


Figure 62
**Peak Hour Traffic Volumes
(Thousands of Persons)**

Current Demand
Potential Capacity
Projected Demand (1985)



Transportation

Figure 63
Chicago Regional Transportation



0 2½ 5 10
scale in miles

Commuter Rail
Rapid Transit
Interstate Highway

Plan Elements

Transit

Existing

By 1985 anticipated growth in downtown office space will result in an additional 80,000 workers. The only way to transport them without intolerable congestion and pollution is through augmentation of rapid transit, commuter rail and bus systems.

In general, public and private funds should be spent to improve both the level of service and the character of facilities of the transportation system. A higher level of service would allow more people quicker access to the Central Communities and make it easier for them to get around once there.

Reduced fares would further increase transit attractiveness. Vehicles and stations must be made safer and more attractive. The experience of the transit user during fare collection, transferring, riding, seeking information and waiting must be improved. Attractive entrances and connections to transit stations from new developments should be built.

Recommended Improvements

The proposed Distributor Subway will provide an important connection among the Central Business District; McCormick Place; the Near North; the University of Illinois; and the Union, Northwestern and Illinois Central Gulf Commuter stations.

This Plan recommends that it be extended north into the Lincoln Park community and south to the institutional and residential developments in the vicinity of 31st Street.

The Loop elevated tracks will be removed as planned, and replaced with a subway along Randolph Street, Wabash Avenue, Van Buren Street and Franklin Street. Extensions south along Franklin Street will replace the Dan Ryan elevated line outside the Central Business District. The Ravenswood line extending north will be replaced by a new subway currently planned along an Orleans Street alignment. This Plan recommends that it be located along the Kingsbury/Larrabee/Clybourn alignment. This alignment will provide direct access to the Montgomery Ward complex at Chicago Avenue, and allow for a station at Division Street.

Extension of rapid transit service from the Central Communities to O'Hare Airport is necessary. It should be direct and convenient, providing a high level of service and easy access. Similar service to Midway Airport should also be provided. If a third airport is constructed, direct express transit service to the Central Business District should be provided from the outset.

The present Jackson Park line, south of 14th Street, is badly deteriorated and in need of replacement. A new route east of its present location would replace it.

More intensive development in the Central Communities during the next 20 years will require a supplemental transit system in addition to the existing transit and bus networks. The new system would provide better circulation within the Central Business District and direct connections to both parking at its periphery and new development.

The technology for this system should be drawn from one of the new, grade-separated "personalized rapid transit" systems now being developed. The proposed South Loop New Town would provide an opportunity for initial installation of such a system on an experimental basis.

Transportation

Figure 64
Existing and Proposed Transit



0 1000 5000
scale in feet

- Existing Transit to be Removed
- Existing Transit to Remain
- Planned Subway
- Distributor Subway
- Proposed Extensions
- Supplemental Transit

Roadways

Existing

Relatively little physical expansion of the roadway system is recommended.

Cars used for travel to work will be discouraged from entering the Central Business District. But cars used for short-term visits, for shopping, cultural, educational or recreational purposes, will be accommodated and encouraged through the resulting increased availability of short-term parking.

Recommended Improvements

Lake Shore Drive is recommended for improvement between Chicago Avenue and Roosevelt Road. The abrupt curve at the River should be straightened and better connections provided to Randolph Street, Monroe Street, and the extension of Wacker Drive. Currently there are proposals for new connections to South Lake Shore Drive at both Roosevelt Road and 18th Street; this Plan recommends consideration of alternatives: a connection at 16th Street and a revised intersection with Roosevelt Road. Improvement of the Ohio Street connection to North Lake Shore Drive is also recommended.

The Franklin Street Connector is required to complete the linkage between the Dan Ryan Expressway and the Central Business District. This facility must be carefully integrated with adjacent development, especially the proposed South Loop New Town.

Columbus Drive should be extended north over the Chicago River to Ohio Street. Wacker Drive should be extended to Lake Shore Drive to complete the inner ring road around the Loop.

Operational improvements include a revised street plan for the Central Business District and each of the surrounding communities. The proposed Plan recommends separate lanes for cars and buses and conversion of some lanes to pedestrian use. Specific roadway network elements within the Central Business District are described in the section devoted to that area.

A primary ring road system consists of improved streets on all sides of the Central Business District. Connections to the major expressways and to Lake Shore Drive would be provided through existing streets and ramps. This will result in more efficient access and distribution and greater separation of CBD-bound cars from local traffic.

Transportation

Figure 65
Street Plan



0 1000 5000
scale in feet



Existing Primary Streets
Proposed Improvements

Parking

The present parking policies intended to limit long-term parking in the heart of the business area should be continued and strengthened. New parking is recommended at major park-and-ride terminals at the edges of the City, and at one or more intermediate points on the rapid transit and commuter rail lines.

Within the Central Communities, three zones of parking are proposed. The long-term zone, accommodating low-cost parking, would be connected to the Central Business District by direct transit. The mid-zone would contain parking directly associated with new development. Although parking in this zone would be permitted, it would not be encouraged. In the third zone or inner ring, long-term parking would continue to be discouraged.

To increase usage of the peripheral facilities, transit fares should be coordinated with parking fees.

Garage locations should be coordinated with expressways for easy and efficient access. Within the Central Business District parking should be under the direction or control of a single agency. This would allow implementation of parking policies through special taxes, coordinated fare structures and regulation of hours of operation.

As commuter parking outside the CBD is expanded, the supply of spaces within will become increasingly available for short-term users. In addition to existing off-street parking, short-term errand parking should be permitted on one side of some streets within the CBD.

Transportation

Figure 66
Parking Plan



Special Streets

Certain streets have a distinctive character and function. They deserve special treatment to preserve their unique qualities.

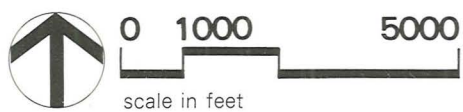
Lake Shore Drive through Grant Park is an example. Improvement of Columbus Drive as a distributor, including its connections at Monroe Street and Roosevelt Road could result in reduced traffic flow on Lake Shore Drive. As a further improvement, Lake Shore Drive should be landscaped as a grand boulevard that would take advantage of its highly scenic locale. Other examples include Michigan Avenue, Chicago Avenue and LaSalle Street, all of which will be the focus of much new development in the North Community Area. State Street and Wabash Avenue should be further enhanced consistent with their images as the primary pedestrian streets in the CBD.

Improvements to the streetscape including new street furniture (benches, waste baskets, street lighting, and signage), more landscaping (street trees and other planting) and special paving treatment would broaden street appeal to shoppers and other pedestrians.

Unique features or amenities along these streets should be emphasized. For example, Wacker Drive should be improved with promenades and outlook points to realize the maximum potential of its proximity to the Chicago River. Improvements to Clark Street should emphasize its special character as a principal street of the South Loop New Town. This could be accomplished by locating a substantial portion of the community's commercial activities along its route, by incorporating the new secondary transit system within its right-of-way and by specially delineated bus and transit stops and pedestrian crossings.

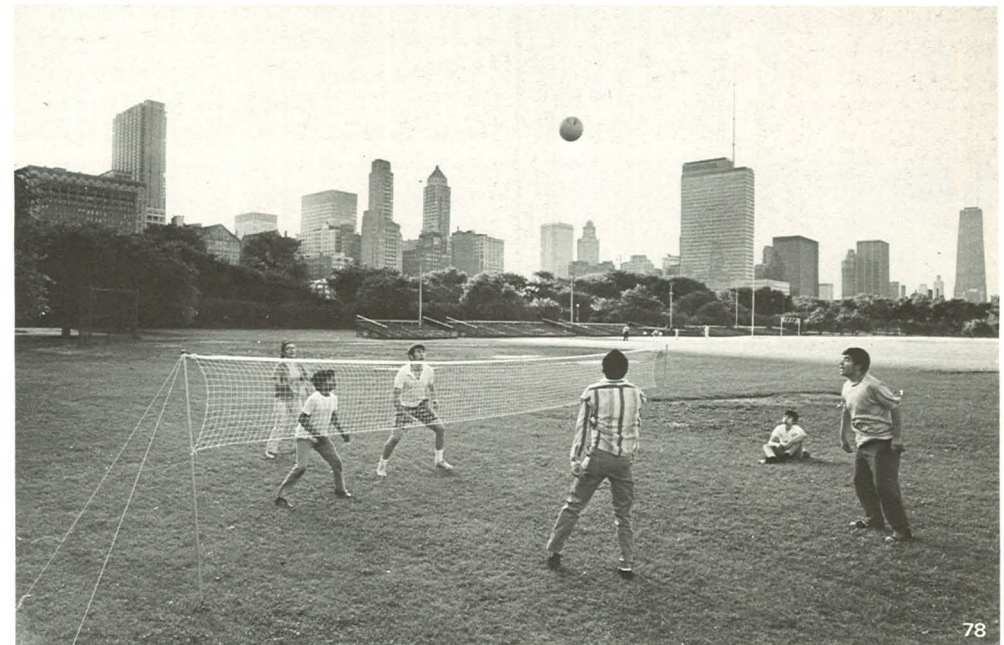
Transportation

Figure 67
Special Streets





The need for open space is a function both of leisure time and lifestyle. Per capita open space requirements have consistently increased and will continue to do so as the urban dweller gains more free-time and a higher standard of living. By 1985, Chicago's citizenry will place higher demands on open space for an expanding spectrum of activities.



75. Washington Square Park
76. Lakefront
77. Goudy Square
78. Grant Park

Neighborhood Recreation

Chicago has an early history of outstanding park and open space development which resulted in both its magnificent Lakefront and inland park system. Communities along the Lake have excellent access to a great deal of open space. However, many other neighborhoods have insufficient internal open space and difficult access to the Lakefront.

This lack of community-oriented open space is particularly critical in the Central Communities because of existing and anticipated high density residential development. Presently there are only 104 acres of public parks in the area, not including the Lakefront. With the potential growth of the Central Communities expected to be well over 100,000 persons by the year 2000, the need for increased recreational facilities is apparent. Because of the complex nature of the area, new concepts involving joint use and multi-purpose development must be employed in addition to expanding actual acreage.

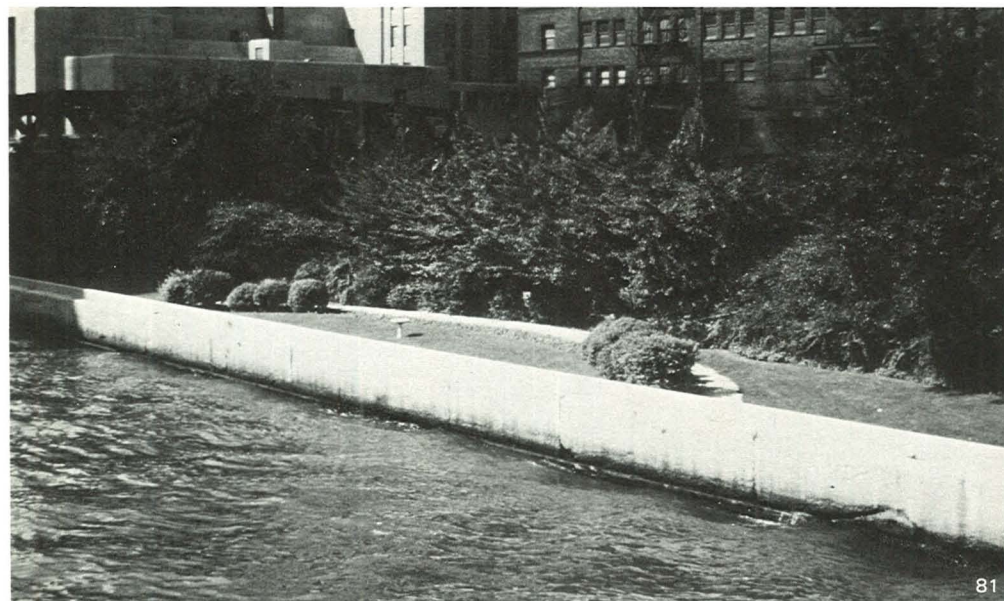
Lakefront

There are eleven miles of shoreline within the Central Communities, most of which is held in public ownership. The Lakefront not only gives the City its image but provides the region with a well-used recreational facility. The wide appeal of the Lakeshore also results from its many cultural and institutional facilities.

Riverfront

The Chicago River offers a great opportunity for open space expansion in a significant portion of the Central Communities. Within that area only 0.4% of the 9 linear miles of the River are presently developed for park or recreational purposes. Outside the Central Business District, the Riverbank is vacant or occupied by railyards and industries, most of which do not use the River.

Open Space



81. Riverfront.
79, 80, 82. West Communities
83. Monroe Street Harbor



Plan Elements **Neighborhood Recreation**

The lack of open space within existing neighborhoods is an immediate problem that can be solved both by developing new park land and by setting high standards for recreation space in major new projects within existing neighborhoods.

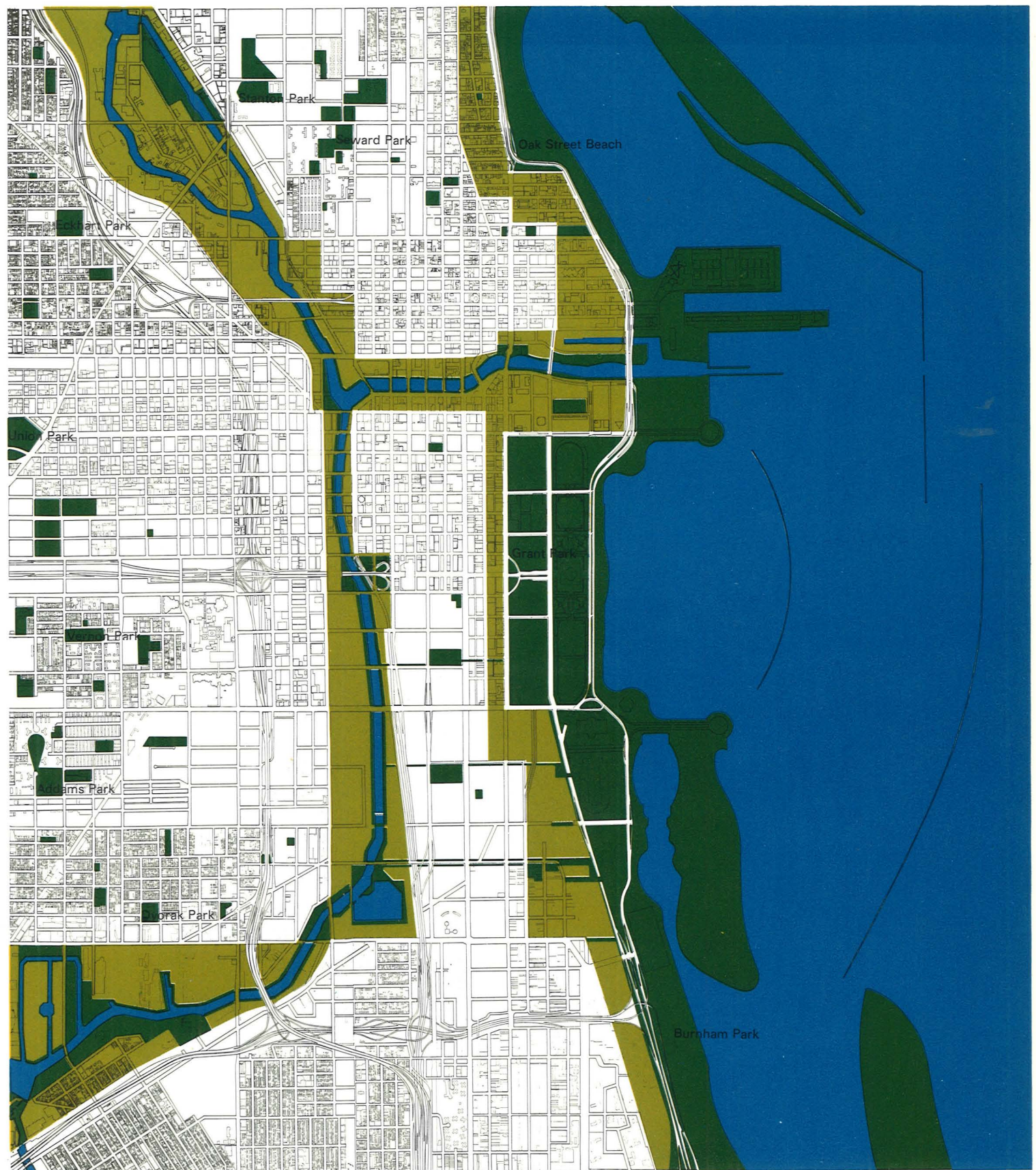
In the proposed Plan, the South Loop New Town in conjunction with the I.C.G. South Air Rights provide a solution achieved by both these means. It includes public open space along the River and Lake as well as within the projects, in addition to substantial amounts of private open space on grade and at upper levels.

A network of community and regional recreation and open space should evolve throughout the Central Communities, providing each neighborhood with facilities it most vitally needs. Larger facilities should be shared by several neighborhoods, while special facilities should be used by the entire metropolitan area and be located where access is easiest from all points in the region. Thus several tot lots and playgrounds would be provided for every neighborhood, while one swimming pool would be shared by several neighborhoods, and the Lakefront and Riverfront would be used by the entire region.



Open Space

Figure 68
Open Space Plan



0 1000 5000
scale in feet



Public Parks and Playgrounds
Lake and River Zone

Lakefront

The proposed Plan for the Central Communities is intended to be in conformance with the Lakefront Plan, although it focuses in greater detail on the Central Communities.

The Lakefront Plan recommends creation of a Lakefront Protection District comprised of Private Use, Public Use, and Off-Shore Zones. A Lakefront Protection Ordinance and additional legislation related to community environment impact will delineate the boundaries and regulate the character of these Zones. This proposed legislation, intended to reinforce and complement existing codes and regulations, should serve to ensure the highest quality environment along the Lakefront and in adjoining communities.

The entire Lakefront, designated as the Public Use Zone, should be devoted to parks and other public uses. In no instance should further private development be permitted east of Lake Shore Drive.

Park areas and beaches should be expanded and pedestrian access to the Lakefront improved. Paths should be provided to permit biking along the entire length of the Lakefront. These paths should also extend westward to connect with the boulevard system.



86



85

Open Space

Improvement of Lake Shore Drive between the Chicago River and Randolph Street will provide opportunities to expand the Lakeshore park for a wide range of recreational purposes. Simultaneously, the Monroe Street Harbor should be improved and significantly expanded. Although many configurations are possible to accommodate an expansion, this Plan recommends adherence to the basic form of the original Burnham design.

The Private Use Zone would generally extend 330 feet west of the edge of the public lands of the Public Use Zone. Within that zone, guidelines would be established relative to public access, view and orientation for all development. In addition, proposals for new development would undergo review.

Figure 69
Chicago Lakefront

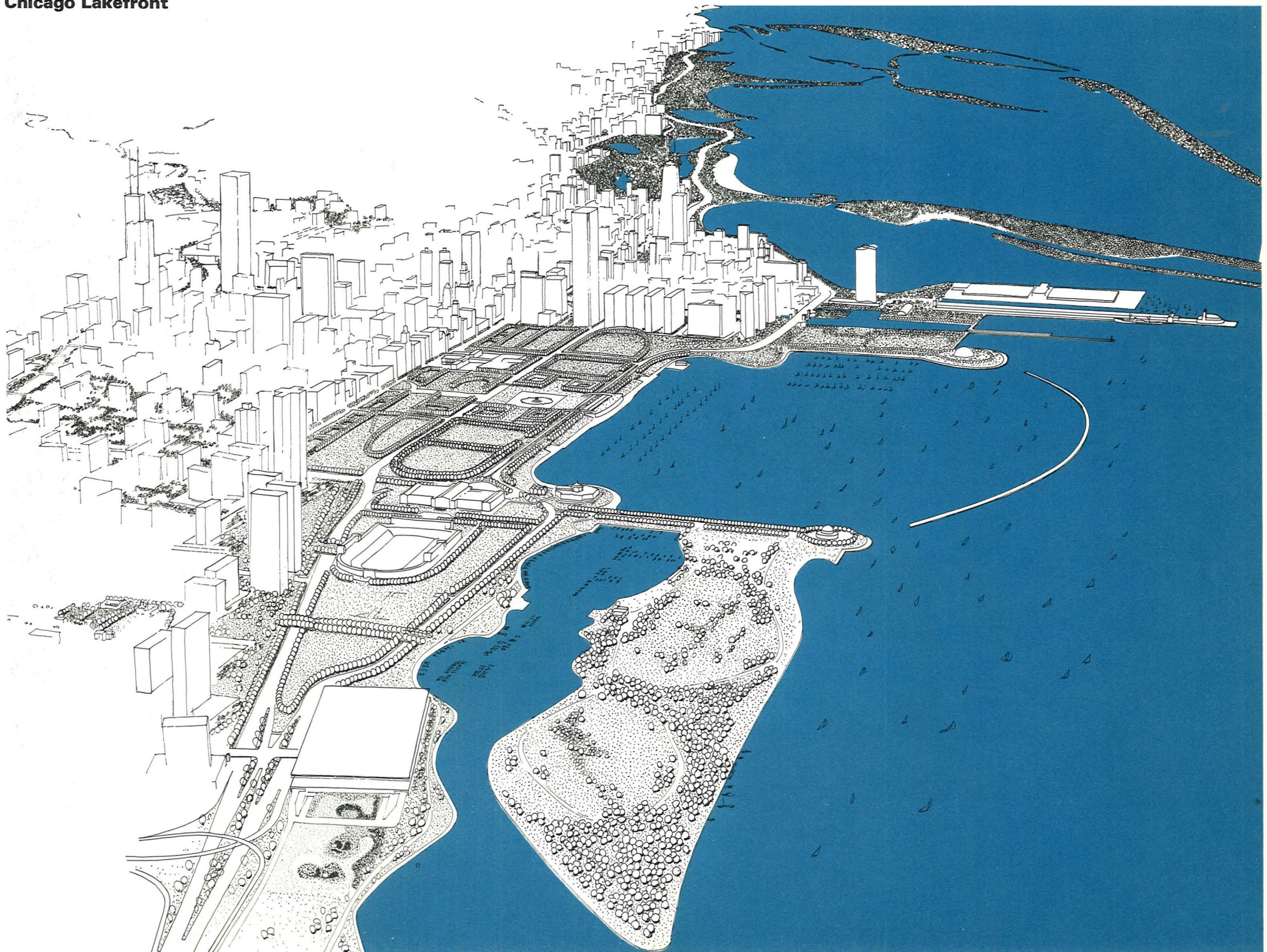


Figure 70
Grant Park Plan

Grant Park

The great formal open space contemplated in its original design should be maintained in Grant Park. The Monroe Street parking lot will be decked over to provide additional landscaped open space. On that deck land forms should be designed to accommodate spectators at outdoor musical events. The Park's eventual westward expansion over the railroad property will create additional parkland and improve pedestrian access.

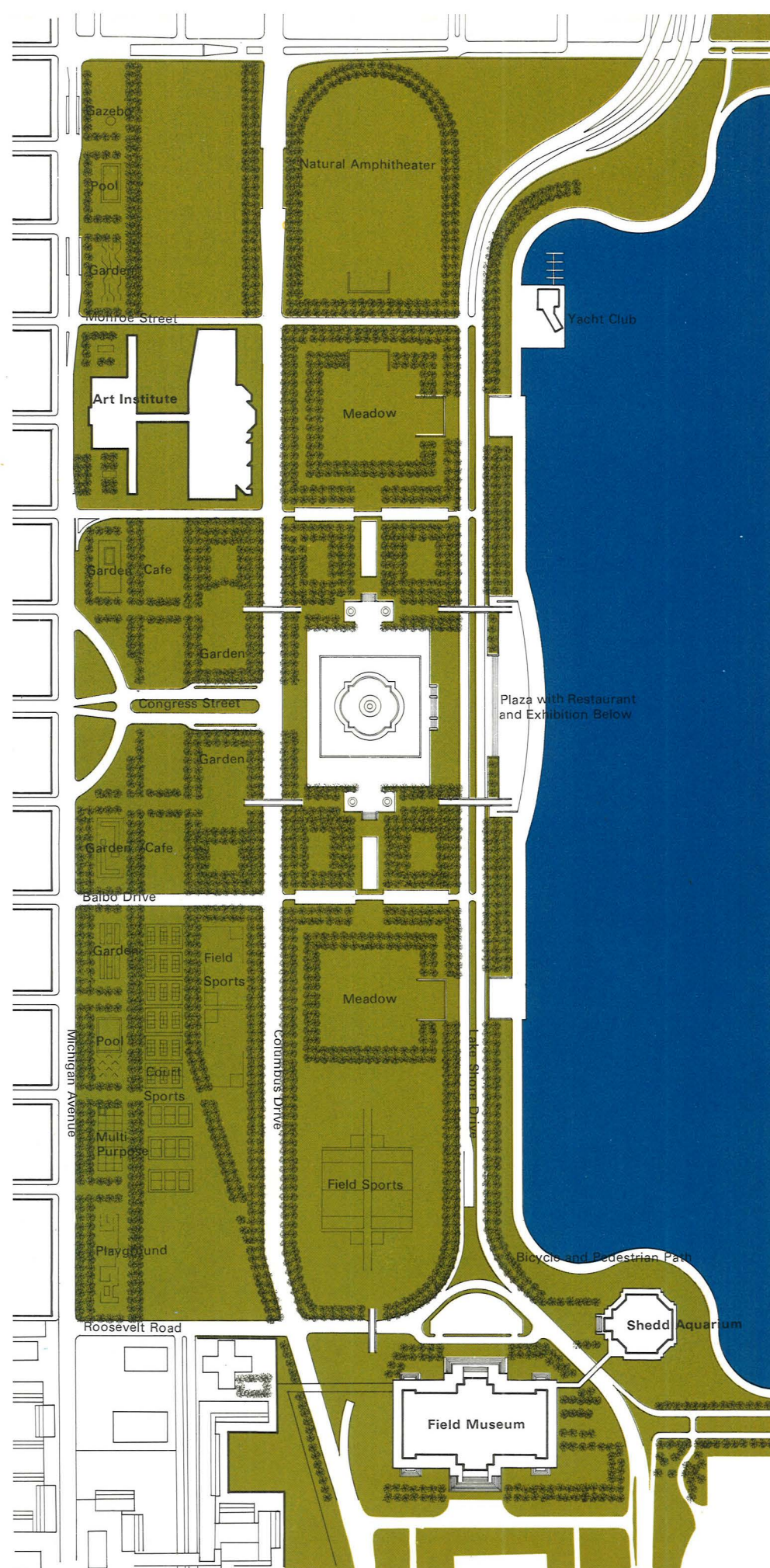
To maximize its potential beauty and attraction, park landscaping should be improved. A series of activity spaces along Michigan Avenue would increase the level of interest there.

To reduce the amount of traffic using Lake Shore Drive the roadway system through the Park should be revised and the Drive should be landscaped as a grand boulevard.

The Field Museum, Adler Planetarium, Shedd Aquarium and the Art Institute should continue to be a superlative cultural center. To be so, it is important that these institutions further develop their programs. The Art Institute of Chicago is currently considering expansion.

Meigs Field should eventually be deactivated, and the entire Northerly Island reused for open space and recreational purposes. The small number of passengers which use it can easily be accommodated at Midway Airport, which presently operates far below its capacity.

Underground parking at the south end of Grant Park adjacent to Soldier Field is recommended primarily for the institutions, but with connections to the Distributor Subway at 12th and/or 16th Street, such parking could serve an expanded area as well. It is intended both to replace and expand the supply of spaces presently available at grade. Public access to this cultural center will be significantly improved by its proximity to the Distributor Subway.



Open Space

If in the future a new professional sports complex is required, it is recommended that it be located away from the Lakefront, at a site more convenient to a variety of transportation systems, substantial parking and other related facilities.

Navy Pier
A unique opportunity to recreate a major regional attraction at the water's edge is provided at Navy Pier. The existing building, although badly deteriorated, is structurally sound and architecturally interesting. It should be restored to prominence as a center of activity, featuring restaurants, a reopened auditorium, excursion boats, exhibits and museum displays. North and south of the Pier, additional marina facilities could be provided.

Commercial recreation and public athletic facilities are also appropriate uses. Parking demands can be met at the west end of the lower level and, to a limited degree, adjacent to the entrance. Land surrounding the Pier should be developed to complement its character. The upper level promenades and street car tracks provide a opportunity to create a unique and attractive mini-transit shuttle system, extending the length of the Pier. Redevelopment of Navy Pier will attract large numbers of people interested in the dramatic view of Chicago from a location 3000 feet from shore.

Figure 71
South Lake Shore Plan

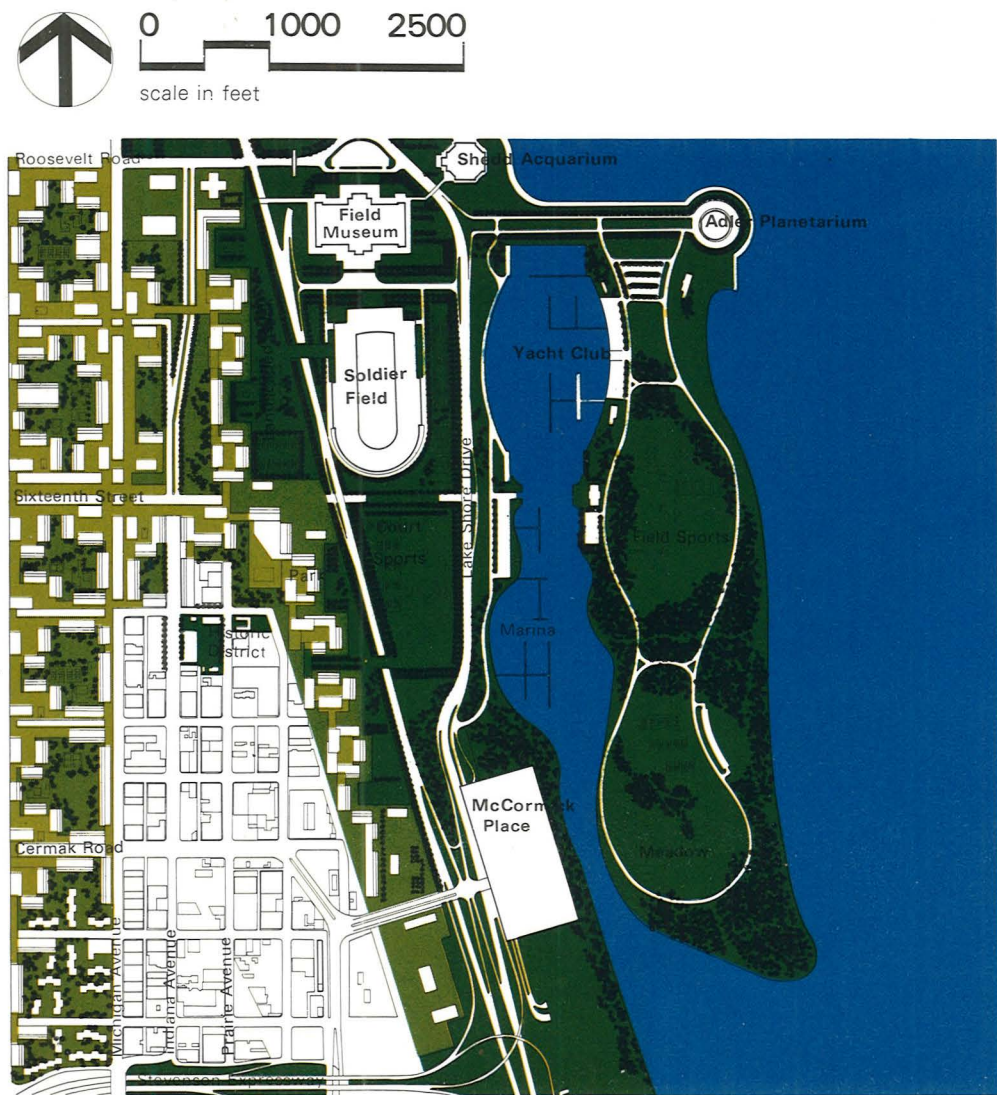
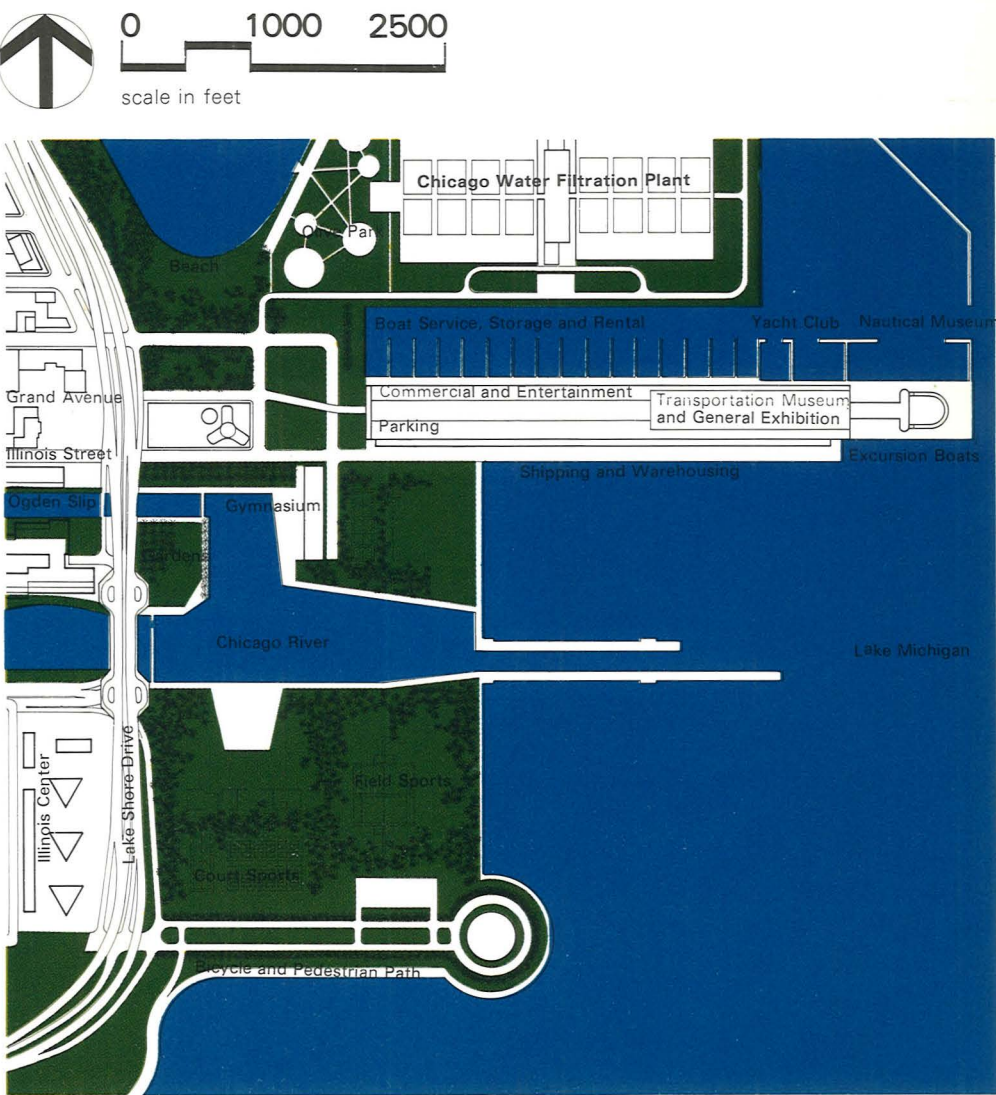


Figure 72
Navy Pier Plan



River Zone

The Chicago River and adjacent areas represent one of the greatest opportunities for significant environmental improvement anywhere in the Central Communities. Along with determined efforts to greatly improve water quality there should be an active program to improve the use and environment of adjacent lands. It is recommended that a River Zone be established and guidelines created relative to development within that Zone.

Guidelines should be developed to:

Provide views of the River from streets as well as buildings.

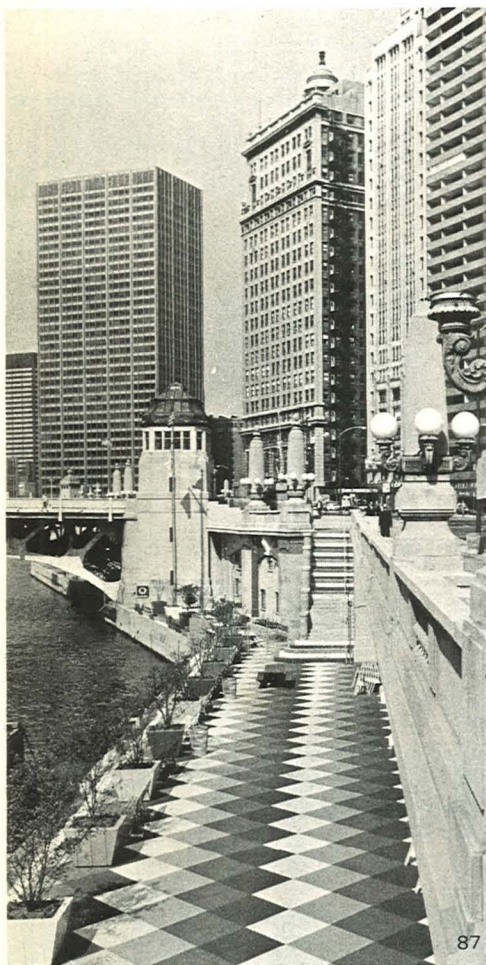
Provide for continuous public access along the River's edge.

Reduce the amount of land devoted to unsightly junk yards, open storage, and heavy manufacturing.

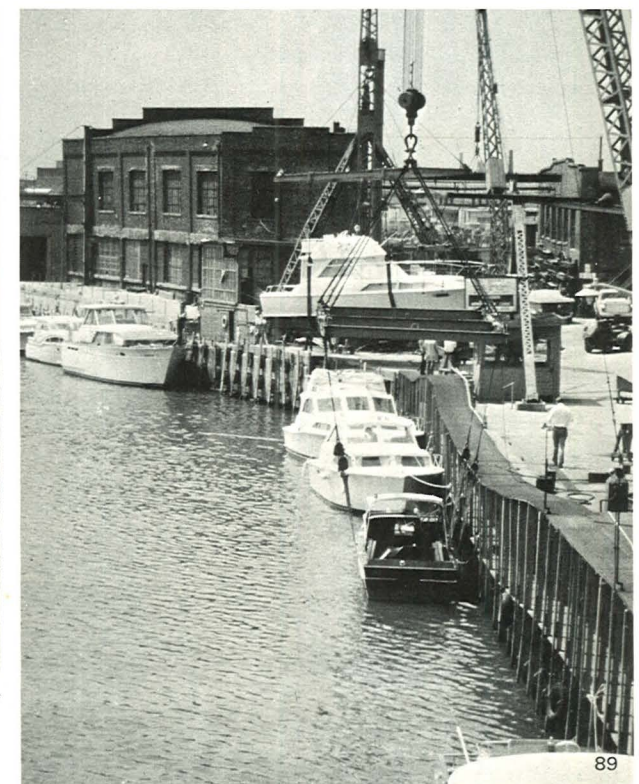
A large part of the River Zone can be developed in the near future for more appropriate use. In the Central Business District, additional plazas, restaurants and small parks should be created in that Zone. Elsewhere River development should pattern itself on this precedent.

Other CBD uses appropriate to the River's edge would include residential development. The esplanade north of Illinois Center and a similar proposed treatment on the River edge of the Ogden Slip area will provide both public access and better views of the River in that area. The development of a system of River parks should make possible the addition of at least 150 acres of multi-purpose recreational facilities within the Central Communities.

South of the Central Business District, the River flows through the proposed South Loop New Town. Here, the River is intended to serve as a major focus and integral part of the design. Easy connections with the New Town would attract the large numbers of people to the River. Temporary docking and boarding facilities would increase opportunities for active use of the River while public promenades for bicycling and strolling would activate the River's edge.



Chicago Historical Society



87. Riverfront
88. Navy Pier ca. 1917
89. South Branch, Chicago River

Open Space

Figure 73
River Plan

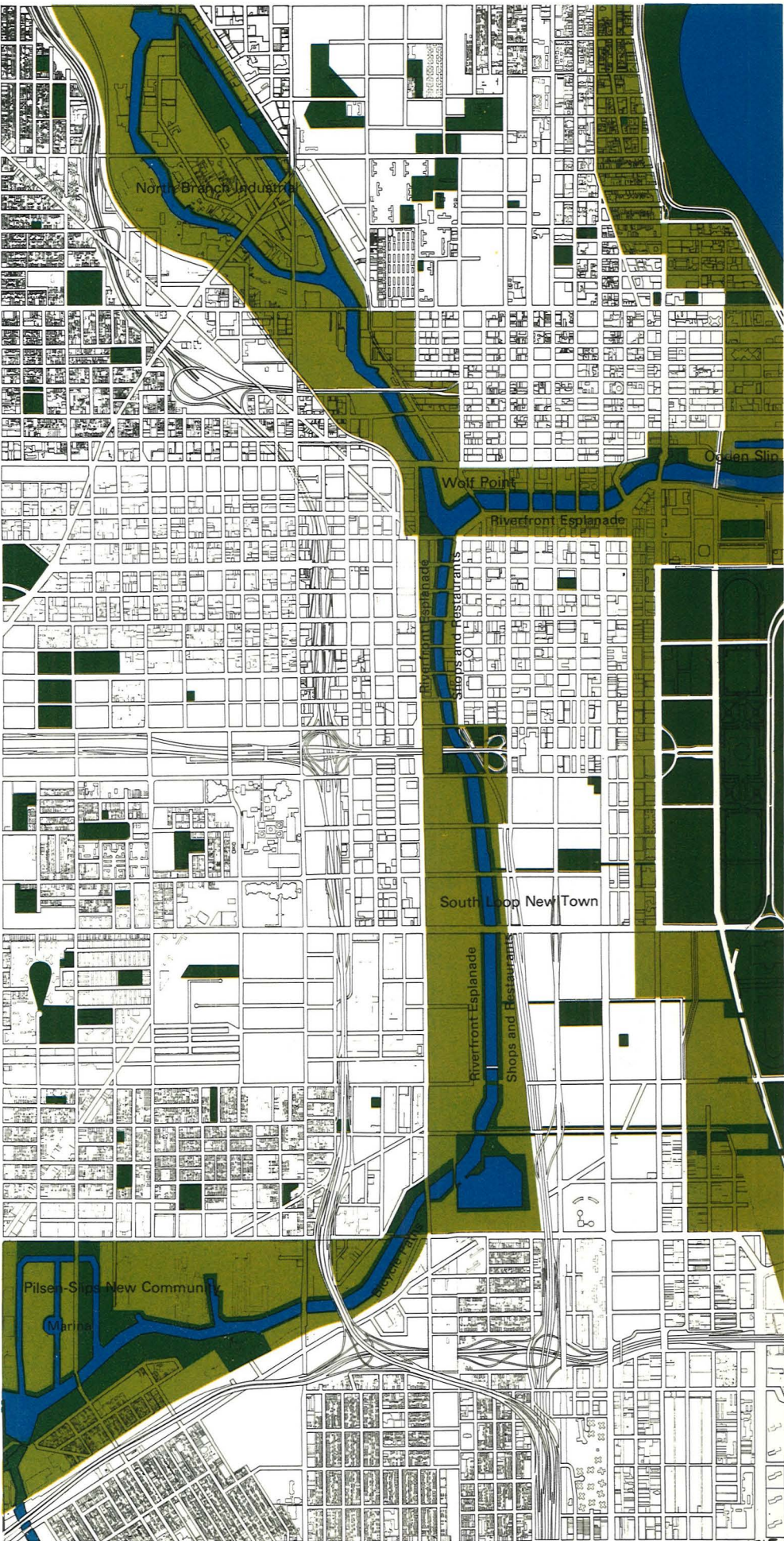
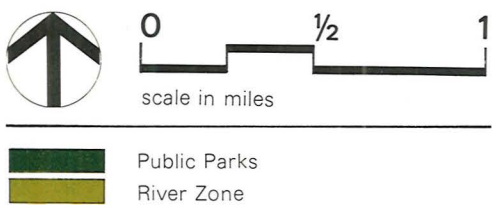


Figure 74
River Park



Open Space

Uses appropriate for development in the River Zone include institutions, churches, community centers, campus-type office and industrial development, residences and cultural and entertainment facilities. Junk yards, open storage and other inappropriate uses should be gradually phased out. Active, viable industries should be consolidated and their settings enhanced, with continuous public access along the water's edge provided wherever possible.

A new boat basin surrounded by shops, restaurants and housing is proposed as a focus of activity in the Chinatown area.

In the slips area south of Pilsen, the new residential community should be very closely related to the water to make maximum use of its amenities.

Figure 75
River Development

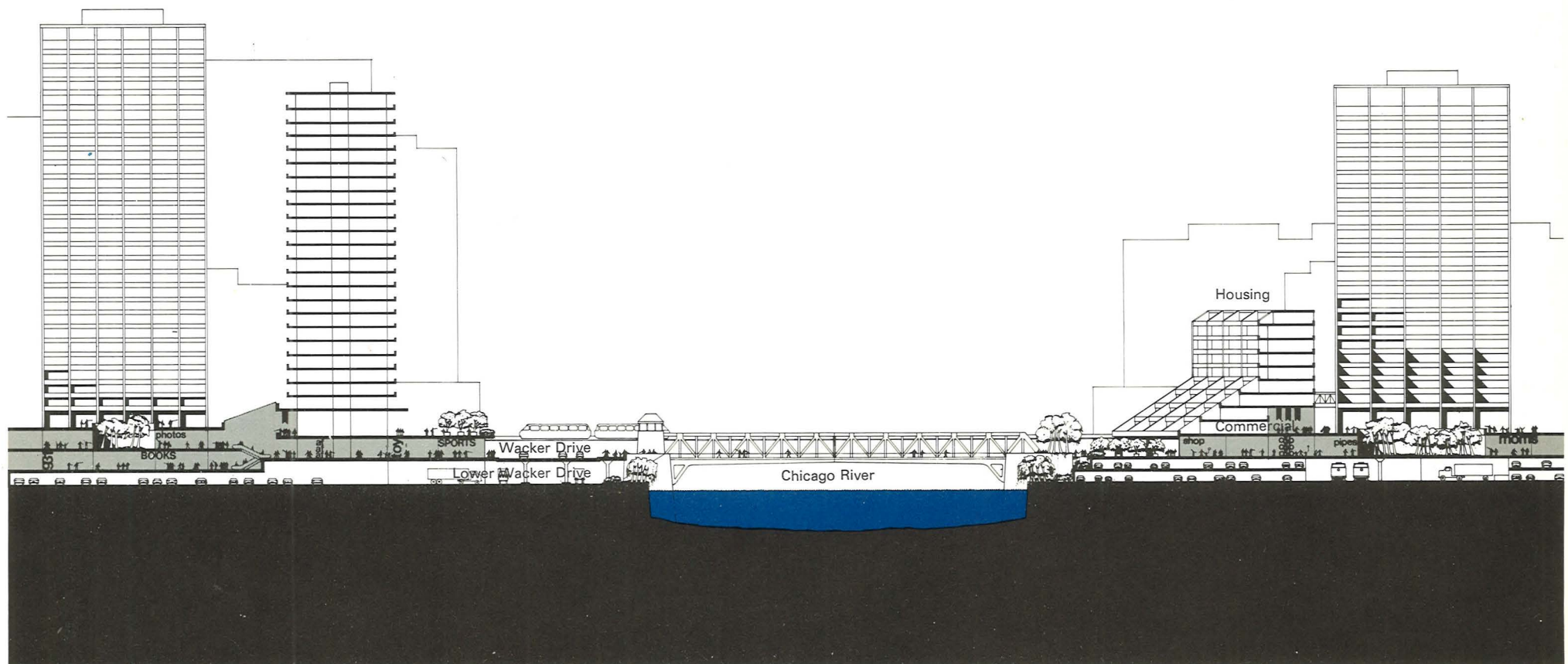
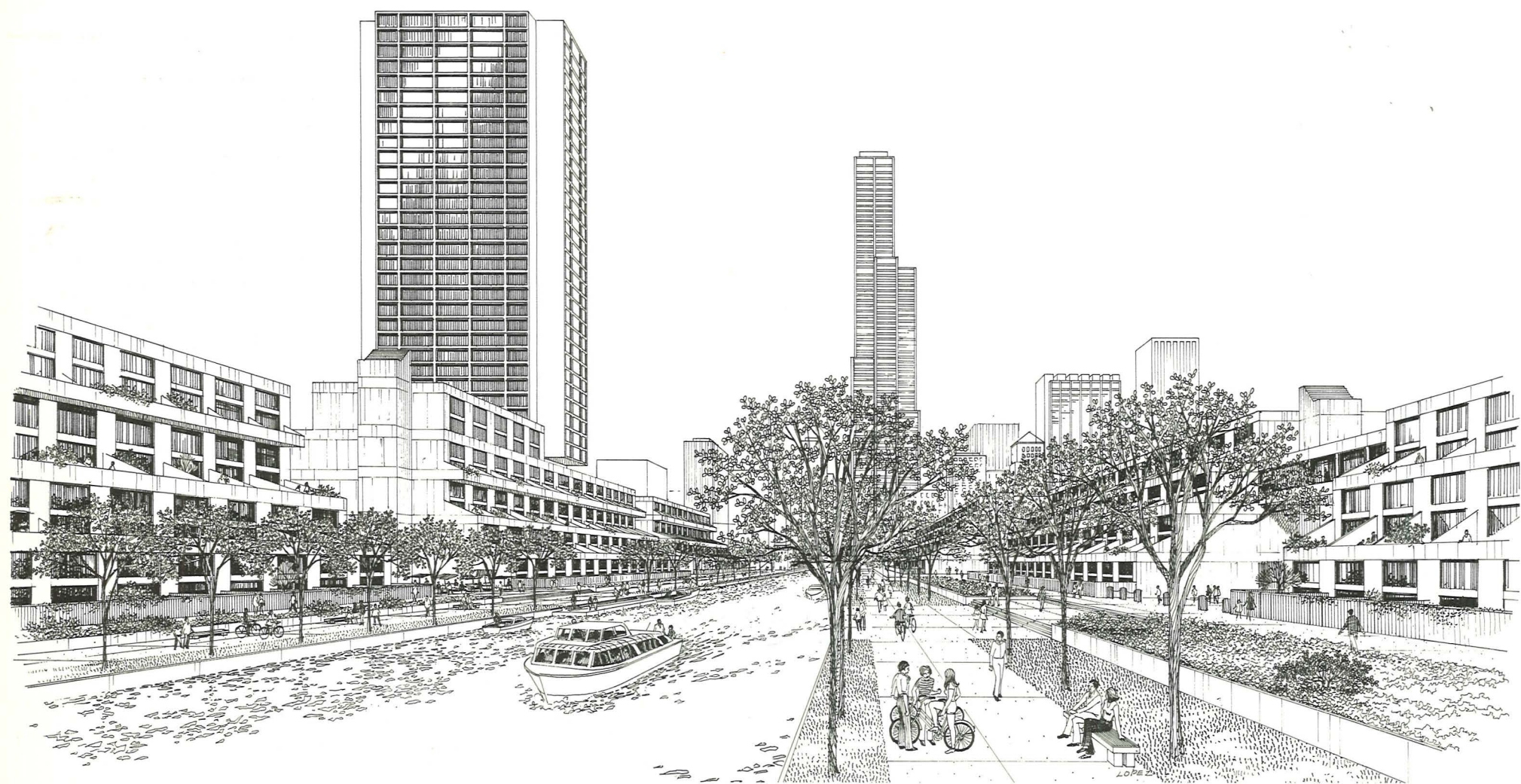


Figure 76
Riverfront View South Loop
New Town



Open Space

Figure 77
Chinatown Basin

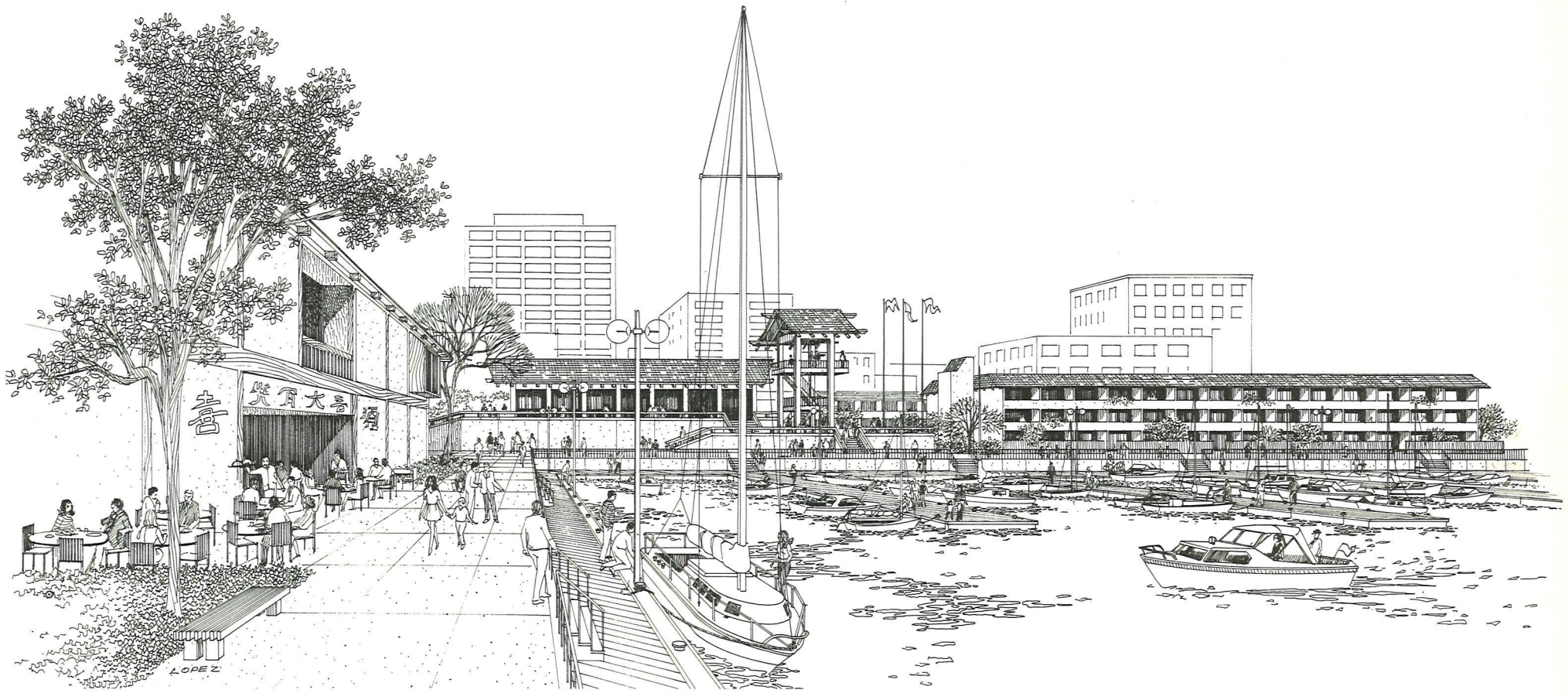
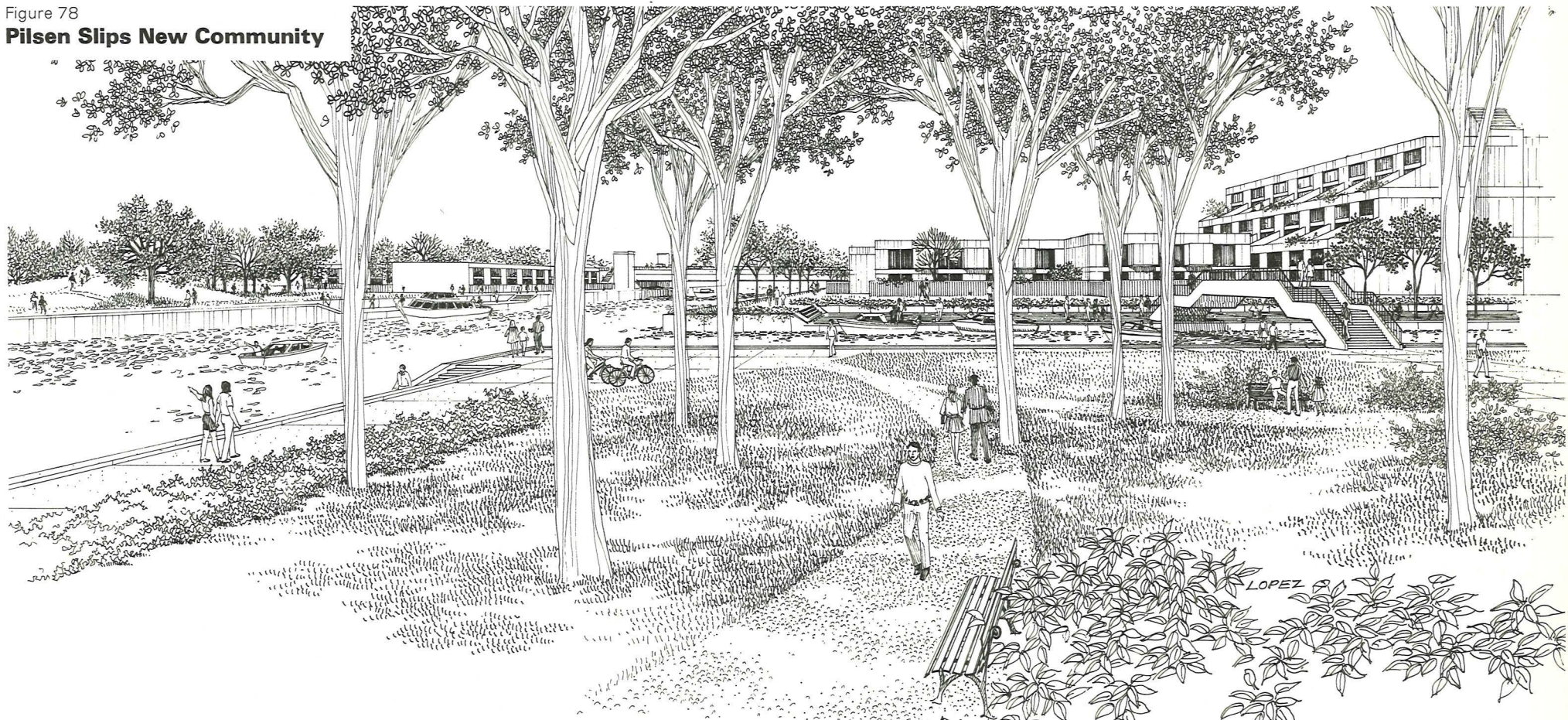
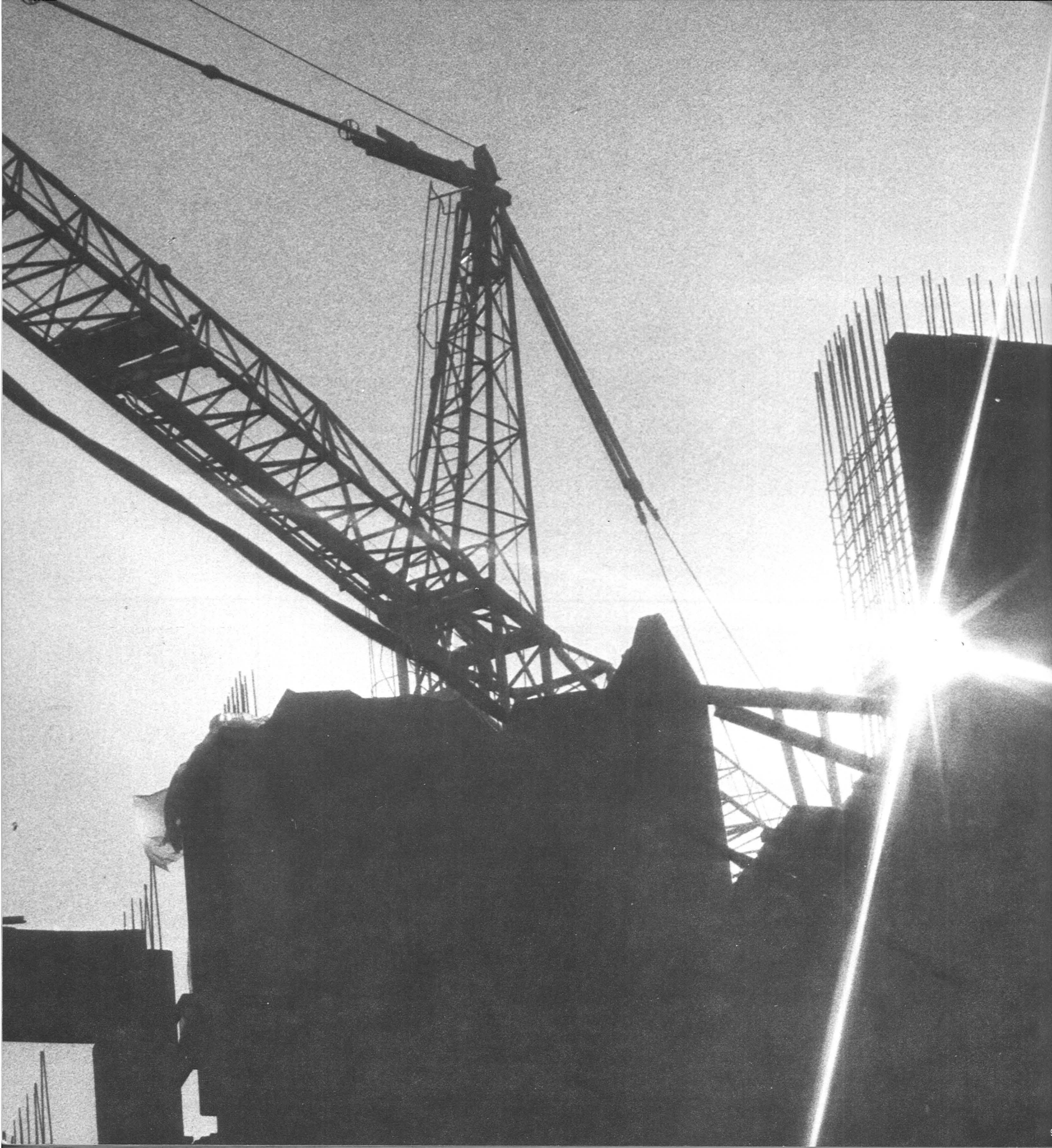


Figure 78
Pilsen Slips New Community





A key to the successful realization of any plan is the establishment of mutual commitments to action by both governmental and private bodies.

Commitments must be accompanied by an on-going method of review and control to guide and coordinate activities.

The implementation process includes programs and actions required to create the spatial plan of the Central Communities, and equally important, those policies, incentives and controls which affect its non-spatial character as well. Recommendations for implementation are therefore both physical or project oriented and non-physical or program oriented.

Billions of dollars of public and private investments will be made with or without this Plan. But the Plan will enable change to proceed on an orderly, concerted basis to maximize the benefits of public and private investment in the Central Communities and to continue the vital task of rebuilding Chicago from its center outward.



First Steps

Proposals recommended for short range action are listed in the accompanying table and illustrated on the following page. The proposals having highest priority are those which will have the most dramatic impact on the Central Communities and which will contribute most toward its long-term vitality and desirability.

Of the critical proposals, the major public works projects—The Distributor Subway and the Franklin Street Connector—have been a part of the City’s planning for some time and are identified in its current Capital Improvements Program. The necessary legal and organizational tools for their accomplishment already exist, as well as the local share required for their funding. The remaining tasks in this area, therefore, are to complete detailed engineering studies and to obtain Federal and State funding for

right-of-way acquisition and construction.

One of the most important and dramatic proposals of this Plan is the construction of the South Loop New Town on the 600 acres south of the Loop itself. The projected 120,000 residents of this new town together with residents from other proposed developments will more than double the population of the Central Communities.

Figure 79
Implementation Analysis

on Analysis

	Proposal	Participation												Needs			
		Federal		State			Local					Private		Needs			
		DOT	Other Agencies	DOT	IHDA	Other Agencies	City of Chicago	Park District	School Board	CTA	Sanitary District	Oper-ators	Devel-opers	Funding	Legis-lation	Organi-zation	
Critical Priority	South Loop New Town																
	Cabrini-Green Improvement																
	New Residential Development																
	Distributor Subway																
	Franklin Street Extension																
	Loop Subway																
	Columbus-Wacker Extension																
	Grade-Separated Pedestrianways																
	Improved Water and Air Quality																
	State-Wabash Transitway Malls																
High Priority	Ring Road System																
	Functional Street System																
	O'Hare Transit Link																
	Mixed Uses In Loop																
	Extended Hours																
	Lakeshore Expansion																
	River Zone																
	South Lakeshore Improvement (Meigs-Soldier Field)																
	Peripheral Parking																
	Lake Shore Drive Improvement																
	Pilsen Conservation and Infill																
	Chinatown Expansion																
	Monroe Harbor Expansion																
	Navy Pier Reactivation																
	Supplemental Transit System																
	New Loop College																
	New Library																
	Loop Lighting and Security																
	Miscellaneous Traffic Improvements																
	Special Streets																
	Historic Preservation																
	Improved Transit Environment																

Major

Minor

Major
Minor

Implementation

Although discussed for a number of years, the South Loop New Town will require substantial attention and effort from both the private and public sectors before it finally materializes. A project as large and complex as this will require the concerted efforts of the private sector as investors, developers and promoters, and of the public sector as provider of a broad range of public facilities and services.

Programs to improve public housing areas will also require new public and private efforts sustained over a long period of time. Public services must be intensified, coordinated and made more readily available. Simultaneously, private leadership, financial strength, and organizational capabilities must be made available to supplement governmental programs and to strengthen community efforts.

If this Plan is to be accomplished, private organizations and public bodies must not only continue to function in their traditional roles, but must find new ways of working individually and cooperatively, with new tools and/or methods.

Figure 80
First Steps

Communities

- 1 South Loop New Town
- 2 I.C.G. South Air Rights
- 3 Pilsen
- 4 Chinatown
- 5 Gold Coast Streeterville
- 6 Illinois Center-Ogden Slip
- 7 Cabrini-Green
- 8 Chicago-Orleans
- 9 Near West Side
- 10 West Central
- 11 Roosevelt-Blue Island

Central Business District

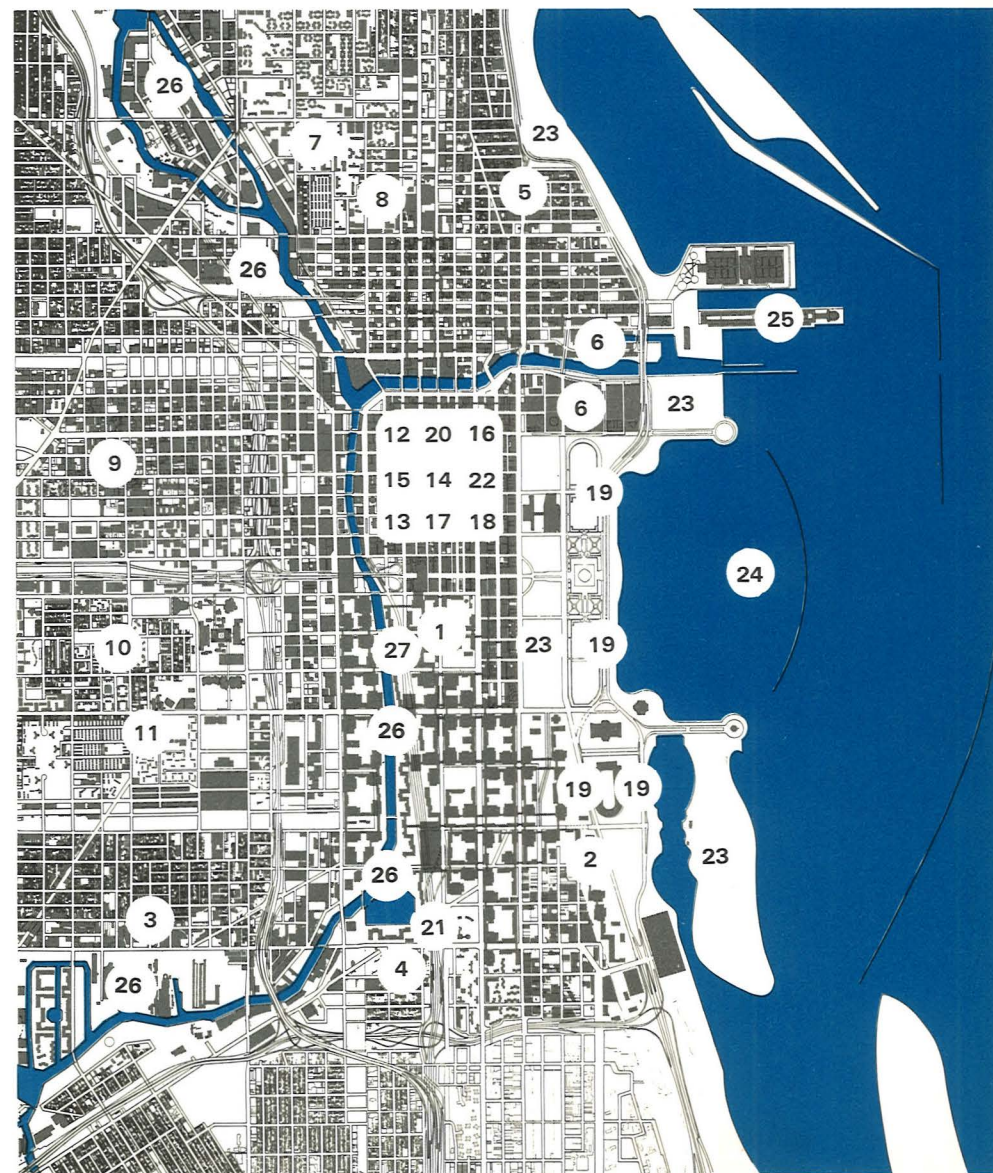
- 12 Above-Grade Walkways
- 13 Historic Preservation
- 14 Ground Level Environment
- 15 New Development Zones

Transportation

- 16 Distributor Subway
- 17 New Loop Subway
- 18 Supplemental Transit System
- 19 Lake Shore Drive
- 20 Functional Street System
- 21 Peripheral Parking
- 22 State Street Transitway Mall

Open Space

- 23 Lakefront Park
- 24 Monroe Street Harbor
- 25 Navy Pier
- 26 River Zone
- 27 South Loop River Development



New Tools

The task of implementing this Plan is threefold: (1) to assure that planning and construction of the Plan elements which are underway continue and in some cases be intensified; (2) to create the necessary institutions to accomplish Plan elements which due to financial, legal or organization constraints are not now underway; and (3) to develop new sources of funding.

To accomplish the first part of the task, a **new private catalyst organization** must be created to initiate and sustain both public and private activities in support of this Plan. To accomplish the second part, it is recommended that a **new development corporation** be formed to assemble and/or hold land and initiate and control development which is beyond the capability of individual developers. Realization of the third part, **new sources of funding**, will require creative effort and close cooperation between the City and the private sector.

Federal assistance to local governments is undergoing a change from the multitude of categorical grants to direct Federal revenue sharing programs (both general and community development in nature). The potential for increased local revenue is greater because of provisions of the 1970 State Constitution.

The concept of creating special taxing districts for special purpose revenues has been tested and confirmed. For example, the Chicago Urban Transit District has been created to help finance the Distributor and Loop Subways.

Catalyst Organization

The organization intended to serve as catalyst and stimulator should be prestigious, permanent, and capable of effective advocacy for this Plan. The organization's main purpose should be to promote orderly and coordinated development in the Central Communities, using this Plan as the impetus.

The organization should support the actions of both private and public participants in the Central Communities. Members should meet frequently with key public officials, business and civic leaders and various organized groups.

A decisive, activist role will be necessary if positive results are to be achieved. Positions should be taken and advocated vigorously on all major issues influencing the future of the Central Communities.

The Development Corporation

A locally controlled and privately financed development corporation should be created as the vehicle for marshalling private support and commitment into a well coordinated and financed development program.

The corporation should have a legal status appropriate to its public purpose, a status which would allow it to participate more fully with the City than could a private developer. This corporation could be organized not-for-profit but preferably as a limited dividend enterprise.

Initial funding of the Corporation would be sufficient not only to meet operating expenses for the first five years, but to finance partially or solely initial development programs.

The Corporation's charge would be to initiate projects that are called for in the Plan, but which are beyond the financial or management resources of available private developers. In so doing it would not be intended to act as a substitute for the developer. Instead it would help to accomplish objectives which private developers alone might be unable to achieve. These objectives would include greater diversity of activity, a higher quality of physical development, more variety in land use and an increase in family-oriented residences.

For instance, the Corporation could be a major participant in the South Loop New Town. It could assemble or lease land, prepare overall plans for its development, install the necessary infrastructure, develop portions of the community itself or sell or lease parcels of land to other developers. It would provide a necessary focus for development interests and the primary vehicle through which they are related to public agencies.

Implementation

New Sources of Revenue

This Plan emerges at a time when the sources and amounts of available revenues are changing rapidly at the Federal, State, City and local levels.

In the current 5-year City of Chicago Capital Improvements Program, approximately 27% of the total expenditures are for improvements within the Central Communities. The proposed Plan can be substantially accomplished without significant increases in that level of expenditure.

To the extent that additional funds are needed, alternative approaches to special redevelopment financing are available. One alternative which should be investigated is the tax anticipation revenue bond. These bonds could be sold to cover the difference between the actual cost of assembling and preparing land for desired development and the sale price of that land.

In the example illustrated here, the increase in tax revenue resulting from new construction (minus any portion needed to offset increased municipal costs attributable to the development) is then used to repay the revenue bond.

As another example, the City might undertake joint reactivation of Navy Pier with the proposed development corporation. Taxes generated by revenue-producing portions of the Pier (the corporation's share) could be used to underwrite revenue bonds required to finance the non-revenue producing (public) elements of the project.

Figure 81

Tax Anticipation Bonding

Full Value Existing Site and Improvements
\$ 800,000

Assessed Value Existing Site and Improvements (50% of Full Value)
\$ 400,000

Current Annual Property Tax Revenue (\$7/\$100 of Assessed Valuation)
A. \$ 28,000

Cost to City of Property Acquisition, Site Clearance and Preparation
\$1,400,000

Estimated Sale Price By City of Cleared and Prepared Site
\$ 600,000

Tax Anticipation Bond Required By City To Cover Land Right-Down (Acquisition, Clearance and Preparation Costs Minus Site Sale Price)
\$ 800,000

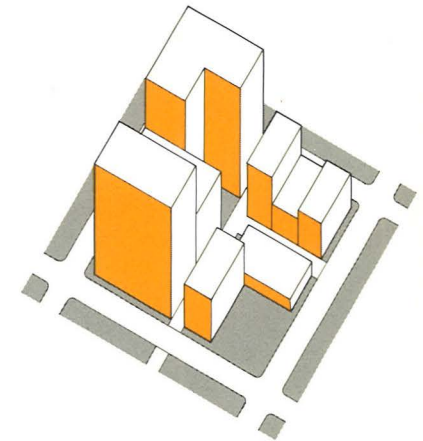
Annual Debt Service on Tax Anticipation Bond (Assuming 5% Interest, 20-Year Term)
B. \$ 63,000

Full Value Redeveloped Site Plus Improvements
\$4,600,000

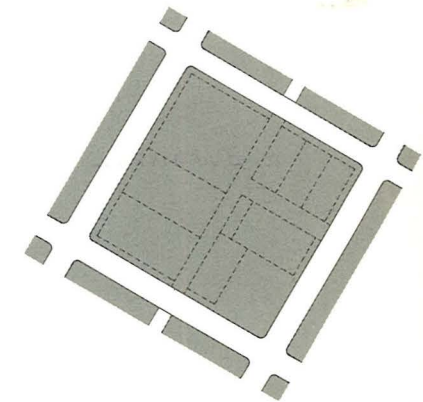
Assessed Value Redeveloped Site Plus Improvements (50% of Full Value)
\$2,300,000

Projected Annual Property Tax Revenue (\$7/\$100 of Assessed Valuation)
C. \$ 160,000

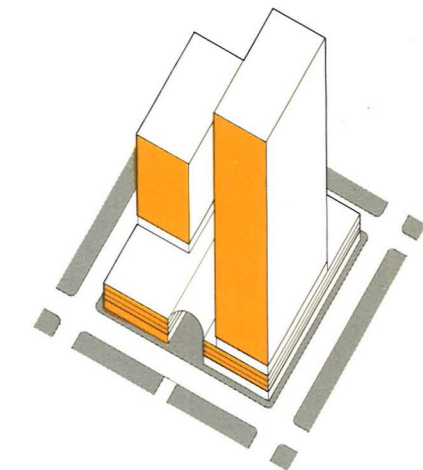
Net Increase In Property Tax Revenue After Site Redevelopment and After Debt Service on Tax Anticipation Revenue Bond
D. \$ 69,000 (C-A-B)



Existing Site and Improvements



Cleared Site Without Improvements



Redeveloped Site and Improvements

Other Implementation Tools

Private Participation

The role of business and industry in the development of the Central Communities is critical, because the private sector controls to a great extent the location and character of development, promotion and advertising for it, the type and duration of shopping, entertainment and employment. The business community should lead the private sector in organizing itself, and in refining those skills and techniques required for the generation and maintenance of high quality development throughout the area.

Whether through the efforts of organizations or individuals, the private sector must continue its commitment to the area and must support that commitment with investment in growth and modernization efforts.

Opportunity with Responsibility

Private interests have been and should continue to be market-sensitive and market-oriented; private development activity is both a response to and a stimulant for development in the region, the City and the Central Communities. But with every private development opportunity come related responsibilities. The effect of private development must be carefully considered as it relates to a broad range of areas including the environment, the economy and neighborhoods.

Many examples of developer responsibility have been cited throughout this report. They include provision of facilities for public use, dedication of lands and facilities for public use and participation in financing and construction of the basic elements of major developments including roadways, utilities, schools and open spaces.

Development quality reflecting contemporary and emerging concerns in ecology, architecture, and site design, plus private landmark preservation and local community conservation, should be included among the other development goals.

These efforts result in both direct benefits—a Riverfront walkway, a design achievement, or a unique neighborhood or structure preserved—and indirect benefits—a viable business or community group organized or revitalized, a system for reinforcing improvements completed or a new approach to development discovered.

Jobs and housing must be major concerns of the private sector. There is a continuing need for increased job opportunities, an expanded range in the cost of available housing and a better mix of both.

Organization and Action

Private interests, neighborhood organizations and commercial groups should continue to participate in all phases of community improvement—planning, construction, conservation and rehabilitation. Collective action in the public interest—for example, the staggering of working hours in a large number of CBD businesses—should continue to be pursued. The preparation of this Plan is a prime example of a special cooperative project contributing to the overall improvement of the Central Communities.



Implementation

Public Participation

In addition to providing public services and community facilities, the City contributes to orderly growth and revitalization in four other major ways:

Guiding and coordinating development

Regulating activities and the use of land

Taxing for public revenue; and

Preserving historical landmarks.

Over the past 15 years, these functions have generally been highly effective in the development of the Central Communities. Nevertheless, it is imperative that State and Federal cooperation and support continue.

Guiding and Coordinating Development

Using this Plan as a source of information and recommendations, the City, through its Department of Development and Planning, will continue to expand, clarify, detail and refine planning recommendations, and continue to coordinate development projects and improvement programs throughout the Central Communities. The City will continue to investigate and to seek the establishment of new techniques for making all development proposals consistent with public policy.

Guidelines The Department should prepare specific guidelines for major development projects throughout the area. These guidelines should establish a framework for public, private, or joint public/private development. Examples of areas for which guidelines should be prepared include the Riverfront and South Loop New Town.

The Department will continue to review the planning and development of specific projects, large or small, in order to coordinate all levels of development in the Central Community Area. For example, roadway improvements or construction would be related to and coordinated with the development of adjacent areas; development proposals for properties on the Chicago River would be related to the River itself and would provide for public access to it along an improved Riverbank.

Coordination The Department should coordinate physical and social improvements both public and public/private.

The coordination of public improvements would be primarily accomplished through the Joint Capital Improvements Program and related efforts. Coordination among public and private improvements would occur through the Zoning Ordinance (and its Planned Development provisions) and other legislated control mechanisms. The physical development process should be made more sensitive to such social concerns as security, education, health and related programs.

New Techniques There is an emerging area of activity which seeks to define and implement new mechanisms for insuring the compatibility of public and private development with public policy. Zoning and municipal building codes have been and are still useful examples. New and proposed techniques such as the special taxing district, development controls in special zones (e.g., the Riverfront and Lakefront), and development rights transfer provisions related to landmark preservation, among others, should continue to be explored, tested, and where desirable, implemented.

Regulating Activities and the Use of Land

Methods should be devised which would give builders and investors incentives to provide public benefits. In New York City's Theater District, for example, the development of additional floor area is permitted when a theater is provided, and in San Francisco additional floor area is allowed when roof gardens and/or restaurants are provided. Incentives such as these should be restricted to specific areas to create or shape activity zones. In the Central Communities, all codes and ordinances governing the operation and maintenance of all types of property should continue to be enforced equally and systematically.

Implementation

Taxing for Public Revenue

The nature of Federal assistance is changing, and the need to find substitute or supplementary funds is therefore a critical matter.

Special taxation may provide a partial financial solution to the problem. Under the new State Constitution, it is possible for the City to provide special services and facilities to a specific area, and to tax those receiving benefits accordingly. This proven approach might be used to finance major projects in the Central Communities such as the South Loop New Town.

Preserving Historical Landmarks

To encourage the preservation of landmark buildings, new incentives should also be provided. An example of these, a "development rights transfer" system, is currently under study. The basis of this system is a development rights bank through which the City could buy partial ownership (development rights) of selected landmark properties to assure their preservation.

Development rights would be transferred or sold to other owners. The system enables development of property more intensively than would otherwise have been possible.

To implement such a program there must be legislative changes, new planning guidelines and pricing mechanisms, plus requisite administrative machinery.



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